AUGUST MIDMONTHLY

FILE

SURVEY

JOURNAL OF SOCIAL WORK

PALO ALTO
PUBLIC LIBRARY
READING ROOM

"BE IT ENACTED..."
Fred K. Hoehler

AFTER THE FLOODS
Douglas Greisemer

YES, THE WEST IS STILL DIFFERENT
Joanna C. Colcord

SIDELIGHT ON NYA
Sarah Elizabeth Bundy

MORALS AND MOTHERS
Helen B. Laughlin

30 cents a copy 1937 $3.00 a year

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Boston College School of Social Work

A PROFESSIONAL SCHOOL — A GRADUATE SCHOOL

A CATHOLIC SCHOOL

Two years of social work training in theory and practice leading to a masters degree.

FIRST YEAR CLASS LIMITED TO 40 STUDENTS, MEN AND WOMEN,
SELECTION OF CANDIDATES NOW BEING MADE.

First Semester.....September 13, 1937

Address THE DEAN

BOSTON COLLEGE SCHOOL OF SOCIAL WORK, 126 NEWBURY STREET

Catalogue Sent on Request. BOSTON, MASS.

The University of Chicago

School of Social Service Administration

ACADEMIC YEAR 1937-38

Autumn Quarter begins October 4
Winter Quarter begins January 3
Spring Quarter begins March 28
Summer Quarter begins June 15

THE SOCIAL SERVICE REVIEW

Edited by GRACE ABBOTT

A Professional Quarterly for Social Workers

PENNSYLVANIA SCHOOL OF SOCIAL WORK

ADVANCED CURRICULUM

The Advanced Curriculum offers a full year of class and field work in:

Case Work in Child Guidance Clinics
Child Placing
Psychological Therapy with Children
Supervision in Social Work
Teaching in Social Work

Courses are open to graduates of accredited graduate schools of social work who have had a year of subsequent successful professional experience in a field closely related to that of the curriculum for which they apply.

Special bulletin will be sent on request.

311 SOUTH JUNIPER STREET, PHILADELPHIA

THE SURVEY for August 1937, Vol. LXXIII, No. 8. Published monthly and copyright 1937 by SURVEY ASSOCIATES, Inc. Publication office, 762 East 21 Steet, Brooklyn, N. Y. Executive offices 112 East 19 Street, New York. Price this issue 30 cts.; $3 a year; foreign postage, 50 cts. extra; Canadian, 30 cts. Entered as second-class matter at the post office at Brooklyn, N. Y., under the Act. of March 3, 1879. Acceptance for mailing at a special rate of postage provided for in Section 1103, Act of October 3, 1917, authorized June 26, 1918.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

THE MIDMONTHLY SURVEY

SURVEY ASSOCIATES, INC.

Publication Office:
762 East 21 Street, Brooklyn, N. Y.

Editorial Office:
112 East 19 Street, New York

To which all communications should be sent

THE SURVEY—Monthly—$3.00 a year
SURVEY GRAPHIC—Monthly—$3.00 a year
SUBSCRIPTION TO BOTH—$5.00 a year.

LUCIUS R. EASTMAN, *president;* JULIAN W. MACK, JOSEPH P. CHAMBERLAIN, JOHN PALMER GAVIT, *vice-presidents;* ANN REED BRENNER, *secretary.*

PAUL KELLOGG, *editor.*

MARY ROSS, BEULAH AMIDON, ANN REED BRENNER, JOHN PALMER GAVIT, LOULA D. LASKER, FLORENCE LOEB KELLOGG, GERTRUDE SPRINGER, VICTOR WEYBRIGHT, LEON WHIPPLE, *associate editors;* RUTH A. LERRIGO, HELEN CHAMBERLAIN, *assistant editors.*

EDWARD T. DEVINE, GRAHAM TAYLOR, HAVEN EMERSON, M.D., JOANNA C. COLCORD, RUSSELL H. KURTZ, *contributing editors.*

MOLLIE CONDON, *circulation manager;* MARY R. ANDERSON, *advertising manager.*

AUGUST 1937 CONTENTS VOL. LXXIII No. 8

Frontispiece 242

The West Is Still Different ..... JOANNA C. COLCORD 243

Be It Enacted ..... FRED K. HOEHLER 246

Morals and Mothers ..... HELEN B. LAUGHLIN 248

Mopping Up the Floods ..... DOUGLAS GREISEMER 250

When Outsiders Look In ..... WALTER PETTIT AND A. L. NEW 251

A Sidelight on the N.Y.A. ..... SARAH ELIZABETH BUNDY 252

The Common Welfare 254

The Social Front 256
WPA • Compensation • Old Age Benefits • Public Welfare • Labor Legislation • By and For Consumers • The Public's Health • Against Crime • Professional • People and Things

The Pamphlet Shelf 266

Readers Write 267

Book Reviews 268

© Survey Associates, Inc.

So They Say

• What bothers me most about thinking is that it has to be done with words.—THOMAS H. BENTON *in Common Sense.*

• Above all we need a reasoned plan for curbing crime instead of the chaos that proceeds from ever-changing emotional swings.—JUDGE JOSEPH N. ULMAN, *Baltimore.*

• The attitude "If you do this, I'll do that" between employers and employes will never make for good industrial relations.—JAMES W. HOOK, *president New England Council.*

• You cannot have a peaceful world without economic and military disarmament. Neither can you have disarmament without a peaceful world.—NORMAN H. DAVIS, *accepting the Woodrow Wilson medal.*

• Liberalism will never be a useful force in America until the children of light have made up their minds that they must be at least half as smart as the children of darkness.—HEYWOOD BROUN *in The Nation.*

• In the new unionism there is no personal feud of labor, there is no dictator, there is no political program and there is no radicalism.—MARY VAN KLEECK, *New York, at Conference on United States-Canadian Affairs.*

• Governments all over the world today address each other in terms of what will appeal to the public rather than what will appeal to the officials of the governments addressed.—DR. FLOYD S. WINSLOW, *president, Medical Society of the State of New York.*

• It is the responsibility of the police to teach people how to get along together, a lesson badly needed everywhere.—SIDNEY J. WILLIAMS, *National Safety Council.*

• America's primary difficulty is that it has too many people who are politically unemployed and spiritually on relief.—THE RT. REV. IRVING PEAKE JOHNSON, *bishop of Colorado.*

• The days of private breadlines and soup kitchens are gone and gone forever. And we are faced with a serious problem for the next ten years.—FIORELLO H. LA GUARDIA, *mayor of New York City.*

• We are not going to be able to liquidate the relief problem in the United States in any other manner than by giving jobs to the unemployed.—EDMOND BORGIA BUTLER, *secretary, New York Emergency Relief Bureau.*

The Survey's "Miss Bailey" is on vacation and her usual article in the series Miss Bailey Says . . . is missing this month. Early this fall she will resume her observations on the social security services as she sees them at work "at the grassroots."

• Whatever democratic government may or may not be, it is deliberate government.—DOROTHY THOMPSON, *news commentator.*

• If I can't read a book without having the author intrude upon my consciousness, it is no book but a literary cock's crow.—ALVIN JOHNSON, *New School of Social Research.*

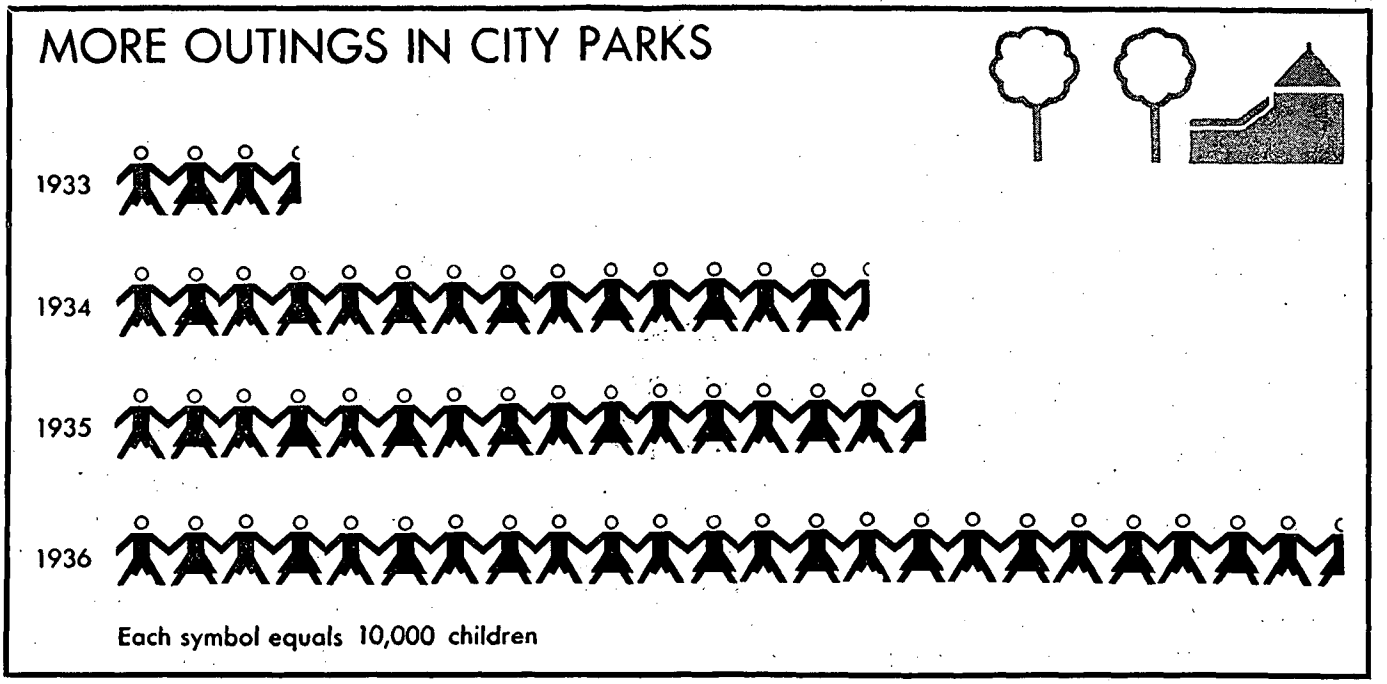
• I am glad to hear of the constitutionality of the social security act because if it's all right to have a poor system it's all right to have a good one.—DR. FRANCIS E. TOWNSEND.

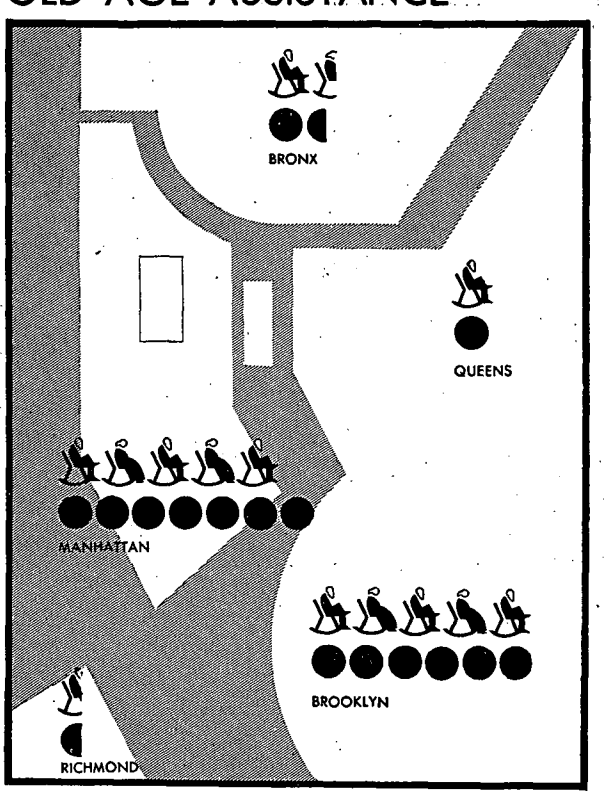
• The political consequences of popular education develop slowly, the time unit being a generation, but they come on with the unlimited measure and irresistible force of a great flood.—Prof. DEWITT CLINTON POOLE, *Princeton University, in Public Opinion.*

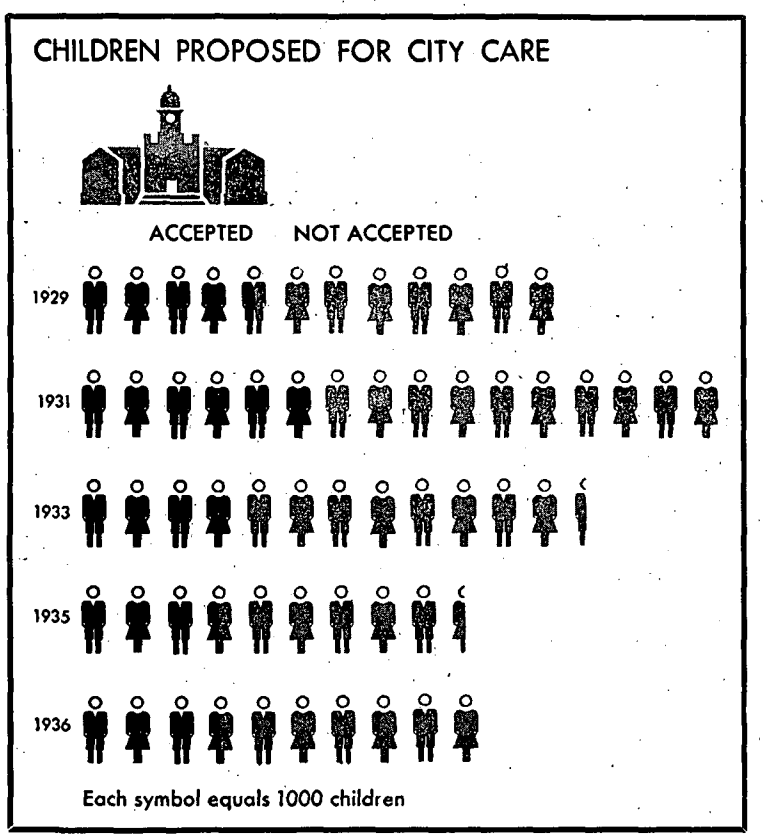
• We parents have molded, planned and dreamed an environment for our children until the great danger is that they will become, not themselves, but merely the sum of all our yesterdays.—EMMA GELDERS STERNE, *Pelham, N. Y., before American Library Association.*

• The fallacy of social ethics lies, I think, in the assumption that all human life is inherently good and worthy of preservation, and that by a process of environmental tinkering fools may be transmuted into sages, criminals into saints and politicians into statesmen.—EARNEST A. HOOTON, *professor of anthropology, Harvard University.*

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED







How New York City is "advancing toward social security" is told in the annual report of the Department of Public Welfare for 1936. Many pictographs, illuminating easy-to-read text and easy-to-understand statistics, portray developments of the year in activities requiring a budget of $11,328,132, of which nearly $10 million was for cash relief to veterans, the blind and the aged. "The trend of government," says Commissioner William Hodson in a foreword," is toward social justice rather than 'charity.'"

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

THE SURVEY

AUGUST 1937 VOL. LXXIII NO. 8

The West Is Still Different

By JOANNA C. COLCORD

Charity Organization Department, Russell Sage Foundation

THOSE who get about in the American social work scene smile gently when local people say: "Of course our problems are unique; no other city, or no other state, is in just the situation we face here." The joke, however, is that the statement is true. In an early summer swing-around-the-circle touching eight states of the southwest and far west, that which stands out in the whole relief picture is the extreme diversity of situations and organizations. This in spite of the fact that permanent state relief administrations presumably are working now under more uniform national legislation and supervision than ever before.

Even in the centralized federal WPA program wide differences are found in procedure between regional areas, if not so wide between individual states within the same region. Variation between states as to the numbers of people "certified and awaiting assignment" loses its significance when it is discovered that in one of these states such certifications are flagged and automatically cancelled at the end of thirty days if no assignment to work has taken place; while in a neighboring state, the certifications remain active for ninety days, and are then cancelled only after conference with the certifying agency about the candidate's current situation. The number of workers unassigned to WPA ceases to be a measure of the need for such employment, when it is realized that in one state a family with as little as $10 a month of earned income will be adjudged "not in need of relief," since the state's relief average is below that figure, while its next neighbor will certify a family for WPA employment if it has an income of double that amount.

In several states, even when quota reductions were in progress, the employment division of WPA exhibited great reluctance to "separate" persons eligible for assistance under the state's social security program, unless those persons were desirous of making application for the more permanent form of public aid. There seemed to be no explanation for the illogical procedure of retaining on the temporary work program so called "unemployables" for whom the states had made permanent provision, and at the same time laying off "employables" for whom the care available through general relief was much less adequate.

Perhaps the strongest impression that lingers from a field trip to state relief agencies at the present time is the cumbersomeness, wastefulness and essential injustice of eligibility requirements involved in our categorical system of relief. An entire day was spent with the field staff of one state that just was entering upon its program of old age assistance. A group of busy, devoted people labored from morning till night to determine what facts could be taken as proof of age, residence, citizenship and so on. When the actual document—birth certificate, naturalization paper or whatever—is not to be found, how many other kinds of evidence must be assembled and testified to, in order to establish eligibility? How can we certify for the old age program a man born in Holland who was brought to America at the age of four? He thinks his father was naturalized later in Chicago but there is no record. Can we accept the baptismal certificate of a Mexican woman which states that she was born in a town on the American side of the border? Must we examine tax-lists of every county in the state to determine if the applicant owns property in excess of the legal limit, or will the county of residence suffice?

THE air was thick, with the burden of what "we"—the social workers—had to swear to, if clients were not to be denied what they claimed and needed. How heavenly simple it would be for the administrators, how much more just to the applicants, if all that had to be determined in the case of any client were his family needs and his family resources! The volume of time consumed in paper-work to secure judicial proof of what are, after all, irrelevant details, is shocking and disheartening, especially when time, services and money are all three so inadequate to the volume of need that cries out to be met.

A surprising discovery was the extent to which, in the southwestern area, state centralization has replaced local initiative in the relief picture. In Arkansas, Arizona and New Mexico, all operating under newly-passed legislation,

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

the state departments of public welfare administer directly, in all counties, the social assistances under the social security act as well as general relief. Only federal-state funds are used; county personnel is state-appointed, state-supervised and state-paid. In New Mexico, local county commissioners have not even an advisory relationship to the local program, and no general advisory committees of laymen exist in the counties. This was, of course, the plan pursued in the state of Washington following the dissolution of the state ERA, but under this spring's legislation creating a state Department of Social Security, a degree of local autonomy has been reintroduced.

In Oklahoma, the state set-up for relief can be characterized by no other term than fantastic in its complexity. State institutions are supervised, as in the past, by an elected commissioner of charities and corrections, the only elected commissioner in the country. To take advantage of the social security act, the state had to amend its constitution, and did so at the last election, setting up a Public Welfare Commission appointed by the governor with full power to administer federal-state funds for the purposes of the act. The commission also has power to administer state funds for general relief; but the legislature, finding that the constitutional amendment that it had passed gave the commission complete power over local personnel, decided to create a second state body called the Board of Public Welfare and to entrust it with the administration of state monies appropriated for general relief. It further provided that such funds could not be used to supplement WPA wages or assistance grants from the commission.

There thus exists in every county of Oklahoma a board office and a commission office, manned by state personnel, one political and one non-political, and each proceeding on entirely different policies, although the county commissioners act as advisory committees to both. The confusion created in the public mind can best be illustrated by the statement made to me that, in many of these counties, local postmasters have given up the attempt to sort into separate piles the mail addressed to the two relief offices, and simply hand over the whole bunch to the first person who calls for it from either outfit. Meanwhile, the commissioners of some Oklahoma counties continue to handle county relief funds, very small in amount except in Tulsa and Oklahoma City, and chiefly used for burials and special cases.

TEXAS is in quite another category. The State Relief Commission, I was told, has no funds for general relief, and confines itself to certifying for the work programs and the distribution of surplus commodities. Among the social assistances, only old age assistance is in effect. Any other relief must be from local sources. But the city of El Paso, the only Texas community visited, has no department of public welfare and appropriates only $3000 a year for relief, which it turns over for expenditure to the private family agency.

In all this southwest tier, emphasis is upon the social security assistances. In most of the states, general relief gets whatever is left over—if anything is left. In Arkansas and Oklahoma, general relief averages well below $10 per family per month. Curiously enough, both these states provide a centrally administered "hospitalization fund" which can be used when members of dependent families become seriously ill, although funds to keep them well are not available. In New Mexico, according to WPA officials, no general relief is available for employables—if they do not get WPA jobs they must fend for themselves. Arizona, which previously had no enforceable settlement act, passed a three-year residence law in March, but this law, unlike most others, nowhere specifies that time "on relief" must be deducted in arriving at the period when legal settlement is established.

When one reaches the Coast, the picture is different. In the three coast states, county participation in administration or finance, or both, is strictly required. Oregon demands of its counties that they budget quarterly in advance their total needs for all descriptions of assistances and relief, and deposit in cash—no county warrants accepted—the total amount of the county's contribution under each category. The state thus has physical possession of each relief dollar to be spent before reimbursement begins. "What happens when one of your counties goes broke?" the state relief director was asked. "We have no broke counties in Oregon," was his reply.

CERTAINLY Oregon is no more prosperous as a community than Texas or Oklahoma, but the fact that its law enables the State Relief Committee to demand and enforce financial participation from counties means that in that state, as elsewhere along the Coast, the average grants for general relief greatly exceed those in the southwest tier.

Old age assistance programs, in effect in all the states visited, are powerfully wrought upon by the pioneer philosophy of the West. Effort is being made to keep grants on a basis of budgetary deficiency, but applicants and the community alike press for flat "pensions," the same amount for everyone. To have survived to the age of sixty-five in these far west communities means that the applicant presumably has participated in the upbuilding of the region from its early days. Far from regretting the necessity of accepting public assistance, the applicant and his friends, if he is denied this accolade of pioneership, demand belligerently to know what's wrong with his record. It must be said, however, that the term "pioneers" is reserved for the dominant race. There was a great to-do in the Arizona papers when the first OAA grant was made to a Mexican.

Interesting testimony was advanced all along the way, by relief and WPA administrators alike, that the combined work and relief programs in this region have contributed effectively to raise agricultural wages. New Mexican sheepherders who a few years back worked for $20 a month now can command $40. Less spectacular percentage increases were reported in other states, for which the relief authorities claimed some part, at least, of the credit.

In California, a high-light of interest is the medical program, which continues as probably the most complete and effective of that of any state relief set-up. [See General Cargo from California, *The Survey*, September 1935, page 267.] California now has, in rudimentary form, both halves of a health insurance program; it provides free medical care for the unemployed, and replaces, by a comparatively generous relief program, part at least of wages lost through illness. In addition, every person assigned to work on WPA has a preliminary medical examination. "In California," a WPA official proudly stated, "we don't have tuberculars hemorrhaging on the job, cardiacs fainting, hernias strangulating."

Another California high-light centers on recent social legislation in that state. Two years back it was felt that a great gain had been accomplished when the State Relief Commission, by constitutional amendment, was made part

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

of the permanent state government, separate from the State Department of Public Welfare. At the current session of the legislature, a bill was introduced to create a new and modern Department of Public Welfare to administer the social assistances. Though the bill was doggedly championed by the social workers of the state and the League of Women Voters, it was an unexpected victory when the legislature passed it and the governor signed it, at the same time refusing to sign a bill sponsored by the county commissioners which would have limited the new board's powers by extending local autonomy.

So California, all unawares, was set up like Oklahoma, with two complete state bodies to administer relief and the assistances. The difference was that everybody, including the legislature, wanted to have the program unified. A bill was rushed through and signed by the governor, amalgamating the old State Relief Commission with the new state board. Then up spoke the attorney general and pointed out that you cannot amend a state constitution by action of a single legislative session. It takes more than this to stop California, however, and as I left the state, it was reported that unofficial assurances had been obtained from Governor Merriam that he would dissolve the SRC, as the constitution gives him power to do, and in appointing the new Board of Public Welfare, would name the same persons for the same terms as members of the SRC. Operation would then be merely a matter of book-keeping.

Washington high-lights were numerous. To begin with, the new act creating the Department of Social Security has the extraordinary feature of bringing in the public employment services and unemployment compensation as separate divisions of the department that administers general relief and the social security assistances. The plan has, if not the backing, at least the toleration of organized labor, much preoccupied just at this time with bigger things in the Northwest.

Two interesting developments here are, first, a division of community organization under the Department of Social Security, working through county advisory committees whose mandate is to study their own communities and discover and report to the department the factors within them which contribute to unemployment and dependency; and, second, the promotion of volunteer service, in the form of friendly visiting to persons receiving old age assistance. Volunteers are recruited through churches and service clubs, and are expected to turn in reports and confer regularly with the visitor officially responsible for administering the service.

IN Washington there is still good farm-land to be stumped and preempted and drought emigrés with agricultural experience are readily absorbed. It has been necessary to use only a small fraction of a special fund created for their reestablishment by the Resettlement Administration. The community has no fear of outsiders coming in; it is desirous of increasing its population. Consequently no opposition was raised to the new state law to wipe out all former residence laws governing receipt of relief. To a greater extent than one would deem possible, transients and residents fare alike at the hands of the relief authorities. Washington's angle on the "border patrol" is interesting in this connection. The state highway police is currently informed of land being cleared for settlement and the demand for labor throughout the state and when they stop incoming cars, as they may at their discretion, it is not for the purpose of turning back work-seekers and home-seekers, but of saving them an aimless search by suggestions of where to look for what they desire.

Although the young state has no general civil service system, the Department of Social Security has hastened to equip itself with its own merit system. The personnel manual contains specifications for every job down to janitor; written tests have been conducted by examiners from the faculties of the State University and the State Agricultural College, and interviews and oral examinations are in process. There was no "blanketing in" of employes—everyone had to take the examinations. The eligible list, when available, is to govern all appointments, both to the state and county staffs.

THERE is, in some western and mid-western states, a considerable awakening of interest in the state-stimulated, state-supervised and state-subsidized self-help cooperative as a way out of dependence on relief, particularly for the man of fifty and over. In Washington, the possibilities of acquiring land suitable for the development of small homesteads are being investigated by the Department of Social Security. Families to be colonized on these little farms will be expected to join a going cooperative, and part of the relief which the family otherwise would require will go into strengthening the cooperative enterprise.

Cooperation is being developed even among "unemployables." A group of single old men receiving old age assistance—former lumbermen, fishermen, miners and the like, accustomed to bunk-house living—have been assisted to rent and recondition the boarding-house in an abandoned mill-town. Use of a forge and carpenter-shop on the mill property has been granted, and as all the men are "handy" they can manage their own repairs and build articles of furniture to add to the boarding house's small equipment. Land is available for kitchen-garden, poultry-yard, and pigpen. The men have formed a cooperative, elected a business manager, and turn into a common fund their monthly assistance grants, from which supplies are purchased, and the cook paid. Water and electric light are on the premises—the lights go off sometimes, and the plumbing is queer, but if their combined skills won't accomplish the necessary repairs, they do as any moneyed group of citizens would do, and hire a plumber and electrician.

The OAA Division looks in on the old men once or twice a week, but has no resident supervisor. It is angling for an invitation to audit the accounts; but meanwhile the group has "kicked out" one business manager and elected another. From being depressed and idle individuals, they have become a bustling and purposeful group, with more ideas to carry out than their aged bodies can keep up with. They have put through a dicker with the mill so that the rent paid by the cooperative can apply to ultimate purchase of the building; they have welcomed into membership some old men with small personal incomes who are not on relief; and they have in mind a plan of reconditioning and renting to old couples some of the separate small houses on the property. So much has the neighboring village been impressed by their spirit that the Ladies' Sewing Guild came over in a body and made their curtains for them. Possibly a button-sewing project will be the next neighborly gesture.

Yes, the West *is* different, as I remarked in these columns on a former occasion. [See *Survey Graphic,* June 1932, page 217.] But, as I then said and now repeat, variation in pattern is the rule, not the exception, in the American scene.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Be It Enacted...

Crabwise goes progress in state public welfare legislation

By FRED K. HOEHLER

Director, American Public Welfare Association

THE regular sessions of state legislatures are now over for the year. Much welfare legislation has been considered and written. It is possible therefore—though not easy—to identify trends that showed themselves and to estimate the somewhat crabwise progress made the past year toward a rounded and integrated public welfare program. More specifically it now is possible to appraise in terms of legislation the results of planned effort in many states to achieve such a program.

During the past two years, numbers of business and professional men the country over have given their time and their best efforts to reviewing the welfare needs of their states and to framing recommendations to their governors or legislatures for new or revamped organization in line with modern thought and with the requirements of federal legislation in the same field. In the May issue of *The Survey* Martha A. Chickering reviewed the reports of a number of these state commissions. She found essential similarity in the problems they dealt with; wide variation in the form of organization they proposed, but a consistent and "impressive" unanimity of philosophy, particularly in relation to acceptance of responsibility and in the "departure from the deterrent spirit of the old poor laws."

It is clear that intelligent men and women in all states knew that the need for a method of providing public assistance to a large group and social security for the entire people was no mere New Deal battle cry. Informed people everywhere were faced with the stark reality of millions of unemployed without an opportunity to work even on a federal work relief program, and millions more totally unemployable. These facts were acknowledged by industrial and labor leaders alike. What could be done most effectively and efficiently was the question which thoughtful citizens expected special commissions, and finally state legislators to answer.

The actual accomplishments of several of the state legislatures were so unproductive of sound laws as to suggest an expression of commiseration to the able and competent commissions whose time, so far as action on their recommendations went, seems to have been wasted. The poorer features of the new laws were not due to unsound advice from the commissions. Usually they were directly due to politically-minded governors and legislators who insisted on retaining outmoded, separate bureaus for administration and spoilsmen personnel procedures, all because "the faithful" must keep their jobs in existing bureaus or be taken care of in new programs unprotected by a merit system.

A typical example of what has happened to some of the excellent commission reports is presented by Ohio. As early as 1935, Gov. Martin L. Davey asked Col. C. O. Sherrill of Cincinnati and a state-wide group of business and professional men to survey the state government. This body known as the Sherrill Committee, was instructed to report to the governor on the entire administrative machinery of the state and to present recommendations on reorganization to the end of reducing the cost of government without curtailing essential services.

The committee, supported by personnel and funds provided by industrial and community groups, took its work seriously. Its final report went to the governor on November 20, 1935, and to date, and most particularly in the social welfare field, not one recommendation has been accepted wholeheartedly. The conclusive evidence of waste and inefficiency amassed by the committee and the need for reorganization or new legislation in the welfare field have been ignored by state officials.

What happened in Ohio? Let us look at the record—not a very detailed look but what it reveals is true of every recommendation relating to social welfare.

THE Sherrill report recommended reorganization of the State Welfare Department and appointment by the governor of an unpaid advisory board of seven members for overlapping terms. No reorganization bill was presented to the legislature by the governor, and no advisory board was asked for or appointed by him.

The committee pointed out, among a number of other things, that:

1. "Ohio might save over $4 million a year by better administration of aid for the aged." To further this economy, it recommended legislation for reorganization to include aid for the aged as a section of the public assistance division of the State Welfare Department; administration of aid for the aged by county welfare departments with other forms of relief and public assistance, and with local financial participation; civil service appointment of the chief of the section on aid for the aged.

2. "The personnel of aid for aged staff, both state and local, have been in general persons of low educational standards." It recommended raising these standards.

3. "The head of the state aid for aged has usurped authority of local boards." It recommended that administration be on a local basis through locally appointed boards.

To these three points the governor and the legislature answered with:

1. A new law, passed in April 1937, making aid for the aged a separate division and not a part of the division of public assistance; creating a state administered agency with no local administration or local participation; making the chief of the division an appointee of the director of welfare, subject to the approval of the governor.

2. A law approved by the governor on May 4, 1937, providing, that "No rules or regulations shall be made setting up educational requirements as a condition of taking a civil service examination . . . except such requirements as are expressly imposed by statute and to the extent of the requirements so imposed." (House Bill 234). And again (Section 9, House Bill 699) ". . . there shall be no discrimination by reason of the prospective appointees having been connected with any relief agency . . . or by reason of

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

their having or having not attended any college. . . . Appointees should be of good moral character. . . ."

3. Local committees of experienced men and women were dismissed by the chief of the aid for aged division, and the service was operated directly from the state office with no local committees.

Other recent legislation provides that, "The chief of the division [state] with the approval of the director [state welfare] shall appoint advisory boards in each subdivision consisting of five citizens of such county. The chief shall prescribe qualifications for members . . . and shall prescribe duties. . . ."

OHIO has been discussed at this length because it is one of a very few states in which the study of welfare needs by a citizen group was begun more than two years ago. The results have been negligible. New York, one of this same group, is at the other extreme. Here the Wardwell Commission, appointed by Governor Lehman, recommended the integration of the Temporary Emergency Relief Administration with the permanent welfare department with improvements in organization and procedures in line with new conditions. The legislature responded favorably and the results are sound legislation and good organization as the cornerstone of efficient service.

Commission recommendations in various states have been ignored consistently in respect to persistent evils. The old pressure for local talent as against "carpet-baggers," for example, found expression in several laws enacted during the current year. Residence requirements for personnel varying from one to ten years were written into the laws of Arizona, Iowa, Pennsylvania, Michigan, Missouri, Ohio, Illinois, Florida and Indiana.

The Missouri Commission on Social Security, appointed by Governor Park early in 1936, recommended that the executive officer of the proposed department of welfare should be chosen solely on the basis of qualifications for his duties. The resultant law reads, "The state administrator shall be qualified by education and experience and shall have been a citizen and a tax payer of the state for ten years."

The Department of Public Welfare, as envisioned by the commission, would have included all forms of public assistance and institutional control, with services under the supervision of a board and an executive officer. It recommended: an integrated relief and public assistance service; unified county boards of public welfare; county staff appointed on the basis of qualification in training and experience.

The law passed June 23, 1937, provides for a State Social Security Commission responsible for old age assistance, aid to dependent children, disaster relief and child welfare services, but leaves blind pensions and the board of control for institutions as separate state agencies.

Actually, the state of Missouri has no integrated service, and each county has a social security commission with functions restricted to the services found in the state commission. There is a residence requirement for the staff administering county services, and the county executive must have been a resident of the state for five years. Missouri has denied to its citizens any experience which might have been brought in from a state or locality well along in the development of public welfare services.

Then there is Wisconsin. In 1936 the governor appointed the Citizens Committee on Public Welfare which, early in 1937, made an exhaustive report with recommendations for state programs of social security, mental hygiene, corrections, public health, and education. County boards of social security were proposed for local administration of social welfare services. The need for adequate standards of personnel and service was emphasized.

The Wisconsin legislature met and adjourned with no action whatsoever on the recommendations of the Committee. For the time being at least the old order of things continues in "progressive" Wisconsin.

In spite of the effort of state commissions to improve the standard of relief and the methods of granting assistance, several states have written into their legislation such provisions as this: "It shall be the duty of the administration to report monthly to the county commissioners . . . the names and addresses of all persons [children in one case] receiving care or assistance with the amount and character of such aid or assistance."

As against the discouraging examples of Ohio, Missouri, and Wisconsin, there is, here and there, evidence of significant improvements resulting from commission reports. A layman in Michigan writes, "With what is far from the best legislature Michigan has ever had, it has come through with one of the most sweeping welfare reorganizations that ever has been enacted in any state in the Union."

A study of the report of the Emergency Welfare Relief Commission of Michigan and of the laws which followed it sustains at least the latter part of the statement of this observer. A single state agency, a Department of Public Assistance, replaces six agencies which formerly existed in the welfare field. A commission of five chooses the director of the state department and the deputy director. Many duplicating local agencies are abolished and county departments of public assistance are created. Employes of state and county services qualify and are appointed under a merit system and have civil service status. The provisions of the senate bills reorganizing the public welfare services of the state are almost identical with the recommendations of the Governor's Commission.

THE Pennsylvania Committee on Public Assistance and Relief, headed by Herbert T. Goodrich of the law school of the University of Pennsylvania, reported to Governor Earle in December 1936. The legislation embodying the substance of its recommendations was enacted after a long bitter fight in the closing hours of the legislative session. It is now reported that the law which abolished the old county poor board system will be challenged in the courts. The unified program of public assistance and relief proposed by the Goodrich Committee and accepted by the legislature has already been outlined in *The Survey*. [See January 1937, page 10 and July 1937, page 228.] However it might be noted, as an indication of the temper of lawmakers, that while the committee recommended that all officers and employes of the State Department of Public Assistance, other than those in policy determining positions, and all officers and employes of all county boards of assistance be placed under the merit system, the legislature and the governor took exception to what the committee intended as a merit provision. The law as enacted reads: ". . . examination shall be practical in character . . . which will test the relative capacity and fitness of persons . . . to be appointed, but no applicant shall be required to be possessed of any scholastic education or training in order to be permitted to take any examination or to be appointed to any position."

In spite of such indications there is a hopeful side to the

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

personnel picture in most of the laws passed during 1937. A combination of "training," "experience," and "ability" in public welfare administration are the terms used in the laws of Arizona, Arkansas, California, Georgia, New Mexico, and Wyoming to describe the qualifications for the director. Two states, Montana and Texas, add education as a qualification. A few states have in-service training provisions in their laws. The state of Washington has pioneered by actually providing scholarships for those who show ability to grow under further educational advantages.

Forty-eight states, Alaska, the District of Columbia, and Hawaii are concerned with welfare legislation. During the past two years, about a fourth of them appointed commissions or committees of one kind or another to recommend such legislation. This in itself is a hopeful indication of recognition of the need for study and planning in this area of public affairs. Each of the forty-eight states and the other units passed some sort of welfare measure. The examples that I have cited of commission efforts and resultant legislation—some good, some bad—are typical of what happened the country over.

During the first six months of 1937 twenty-two states enacted laws which reorganized old welfare services or created new welfare departments. In most of them consolidation in the interest of efficiency and economy was a factor; in almost all, advisory boards were set up to further the democratic process in government service; in a majority some degree of competency of personnel, by selection on a merit basis was assured. In all the new laws there is mention, in one way or another, of the need for prevention and rehabilitation, and the recognition that any sound relief or public assistance program must contain provisions to aid in the reduction of the tragic effects of old age, sickness, and unemployment.

In spite of the spottiness of welfare legislation this past season there is, I believe, no reason for discouragement. No one aware of the realities of practical politics believed that we would in a single year bridge the gap between confusion and order in what Alvin Johnson pessimistically describes as "the most chaotic and disordered division of human affairs." As a matter of fact we have made definite progress, most encouraging in that the states have made a start toward meeting their larger obligations and responsibilities. As the importance of the public welfare functions of government is realized by the people who must pay the bill, there will be improvements in the laws, in the quality of personnel and in the efficiency of services. For, in the final analysis it is the people who pay the bill who have the last word.

Morals and Mothers

By HELEN B. LAUGHLIN

Mothers Assistance Fund, Philadelphia, Pa.

HOW "proper" must a mother be to be proper enough to receive public assistance for her children? Thirty-seven of the forty-six states, along with the District of Columbia, Alaska, Puerto Rico and Hawaii, that have endorsed the principle of mothers' aid have written some form of moral character requirement into their laws. Some put it one way, some another: a mother must be "proper and fit," "fit morally," "proper guardian," "suitable person morally," "of good moral character," "competent morally," "capable morally," "possessed of sufficient moral fitness," "of proved character and ability," and so on. The laws show a variety of wording but a constant reiteration of the basic idea "proper and fit morally."

What does it mean to be proper? Webster defines proper as "particular, peculiar, suitable in all respects, appropriate, right, fit, decent, well-formed and handsome," which, if taken literally, would be a pretty severe test of eligibility for assistance. Fortunately, in some states the very looseness of the wording of the character clause, subject to interpretation by every wind that blows, has been a virtue in disguise making for flexibility in practice, but in more conservative states definitions have been frozen in and flexibility has been frozen out.

Eligibility for assistance for minor children under the law of Pennsylvania has certain limitations so well defined that there is no question of their meaning. But as the years have passed, the point that a mother must be "of proved character and ability" has had many interpretations.

Undoubtedly this "character" clause was written into the law with a very literal intention, since at the time of its writing the care of fatherless children in their own homes instead of in institutions was a very radical departure from precedent. It was necessary continually to prove that children brought up under the care of their own mothers had a better chance to develop into good citizens than those cared for in institutions. At that time too the whole approach to dependency was inclined to be judgmental and inflexible, with little tendency to accept people as they are, with all their individual limitations and differences. The method was to tell clients what they should be and how they should be it.

Later mothers' aid laws took their pattern of properness more or less from the early "radical" measures. But as time has gone on and new currents have altered case work thinking, flexibility of interpretation of "proved character and ability" has greatly modified actual practice under the laws. However the extent of modification still depends largely on the degree of tolerance and freedom from prejudice possessed by the individual interpreter.

In the early stages of mothers' aid in Pennsylvania interpretation of the character clause was so literal as to limit intake to what might be called "standard" mothers. A mother with an illegitimate child, or an addiction to alcohol, or who had a "man lodger" in the home usually was refused benefits. Should any of these derelictions become apparent after a mother had been accepted for benefits she was firmly removed from the rolls.

The trouble with this virtuous practice was that it resulted in penalizing the children without reforming the errant mother. We found that when we rejected or dis-

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

continued an allowance with the recommendation that the children be taken out of the home, our advice was not being followed. Judges were most reluctant to sign orders to break up a home unless conditions in it were clearly intolerable; private child placing agencies frequently were unable to persuade the mother to accept their program. Therefore the family, mother and children, went on as a unit, getting relief where they could find it but lacking entirely the supervision which it is the responsibility of the Mothers Assistance Fund to give to widows and children. All that our virtuous withdrawal accomplished was to leave children unprotected in a home situation where their interests should have been the first consideration.

LITTLE by little, as experience with border line cases accumulated, interpretation of "proved character and ability" became more flexible. In practice we began to get away from moralistic judgments and to realize that what is best for the child is the only safe measure in appraising the "character" of the mother.

Take for example the whole crop of problems raised by the fact of an illegitimate child in a home with legitimate children. Under the interpretation of the Pennsylvania law a mother may not receive assistance for an illegitimate child born after her husband's death, but may, while illegitimately pregnant, receive aid for her legitimate children. Query: is an illegitimately pregnant mother of "proved character and ability?" The interpretation implies that she is, but that she ceases to be for her illegitimate child as soon as it is born. Such situations as that spread confusion in our thinking until we realized that the question to answer was, "What is best for the children?" To focus on the one factor of the mother's illegitimate pregnancy was not enough; a sound decision in the best interests of the children could be reached only by weighing and balancing all the elements in the family situation.

I remember well the puzzling case of Mrs. Smith—which wasn't her name—and her three little girls. Mr. Smith had been a steady worker and a home loving man, and the first two years after he died were pretty hard on the widow. Just the same she adjusted to her changed economic situation and showed herself a mother of "proved character and ability." Then she became pregnant. She told a story that showed great emotional disturbance and intense loneliness. She had met the man in the case at a neighborhood party. He lived in another state. After a good deal of discussion a tolerant interpretation of the character clause was reached and Mrs. Smith was kept on the assistance rolls. The new baby became an important member of the family, accepted and loved by the other children. The satisfactions that this mother's affection gave her children, and their wholesome development, far outweighed the moral issue.

In Philadelphia County, there were, at a recent date, thirty-nine mother's aid families, out of a total case load of 1752, where the first child was illegitimate and twelve where an illegitimate child had been born since the husband's death or commitment.

There is actually nothing in the Pennsylvania law to exclude an alcoholic from mothers' aid benefits. But the question of whether a mother addicted to drink is or is not a proper mother will not down. Here again by weighing all of the factors in the home life and keeping a firm eye on the whole welfare of the children we have reached flexibility of definition of properness. There was, for example, Mrs. Jones —that will do for a name—who shared her departed husband's reputation for drinking. She had two little boys to whom she was devoted, though she overindulged them and had no great capacity for home making. However after careful investigation and consideration she was accepted for an allowance. For two years it was uphill work. But slowly, under the security of a steady income and the aid and encouragement of the case worker, Mrs. Jones became more self-sufficient, finding satisfaction in her little boys and in her home. The children improved physically and in their school work and the atmosphere of the home became conducive to their growth. Mrs. Jones is still no paragon but the boys are thriving and that, we hold, is the basic test.

We have ten Mrs. Joneses on our Philadelphia County Mothers' Aid rolls and in no case have we any doubt of the wisdom of continuing the aid.

The man lodger is another problem to which mothers' aid everywhere is heir. There is nothing in the Pennsylvania law that prohibits the man lodger but a ruling by the Attorney General's office has made him unacceptable. The result has been considerable confusion of interpretation of the legal properness of a mother with a lodger in her home. Here our aim is to protect those mothers and children whom the ruling was intended to protect and at the same time to give careful consideration to certain exceptional cases.

There was, I remember, Mrs. Robinson, or some such name, and her seven children, living in a large comfortable house which they were buying—that being cheaper than renting. They were a united lot, each of them doing his part to keep the family going. But there wasn't quite money enough, and to eke out Mrs. Robinson rented a room to a widower, a life long friend of the family. He had a good job and a car, was fond of the children and they of him. He was a real asset to the family and was so accepted by the community. Certainly Mrs. Robinson has no less "proved character and ability" because she took this means of helping to keep her home and family intact.

In Philadelphia County we have twenty-nine Mrs. Robinsons receiving mothers' aid. Each case demonstrates that different situations should be treated differently.

I WOULD not have it thought that because I argue for flexibility of interpretation of existing laws I am one of those social workers who think of the law as an obstacle to "our" kind of approach, as a stereotyped set of unrelated rules rather than as a system of justice. On the contrary, laws are but the outgrowth of the accumulation of human experience. They change and grow as human experience changes and grows. It is only when social workers supinely accept "as is" the laws under which they work, and become as inflexible in practice as the laws are in terminology, that a law becomes "frozen in."

Many years and much experience have gone over the dam since the first mothers' aid laws were written and the "proper" pattern was set for mothers needing assistance to keep their children with them. Although many of the laws have been amended in various ways the character clause still sticks in one form or another, a deterrent, at least to the literal minded, to that flexibility of treatment that simple common sense dictates. Now with the coming, under the Social Security Act, of a broad federally aided program of assistance to children, it is more than ever important that the state laws should be freed, by amendment, from the old moralistic limitations that hamper their functioning in the interest of those whom they were designed to serve—dependent children who cannot lobby, vote or protest.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Mopping Up the Floods

By DOUGLAS GRIESEMER

Director, Public Information, American Red Cross

IN the Ohio and Mississippi Valley floods of 1937 an unusually large percentage of the sufferers were city and small-town dwellers, heretofore unknown to social agencies, entirely and proudly self-reliant. It is estimated that more than 322,000 families, about 1,450,000 individuals, in twelve states were directly affected by the year's record high water. Of this number, 1,164,946 persons (258,877 families) were registered with the various Red Cross offices for emergency relief or for assistance in rehabilitation.

What types of persons were assisted? How much assistance was given them? What problems arose out of this flood that had not been encountered in others? What type of workers administered relief? Now that the period of rehabilitation is closing, what of the families themselves?

When the disaster occurred, the spring planting season was at hand; spring business was just opening up; spring rains were still expected. The Red Cross realized that speed in rehabilitation was essential to families, farms and communities.

To investigate the needs of 258,877 families required a large staff of case workers, case supervisors and responsible relief directors. Personnel was "borrowed" from scores of other agencies—from the federal government, the states and municipalities, public and private social agencies, and in some instances from metropolitan banks and business organizations. A system of mutual referrals was organized in the most extensive example of cooperation between federal, private and municipal agencies in the history of American social work. Case work was simplified as far as possible.

Thousands of refugees were concentrated in camps. They were inoculated against smallpox and typhoid, and efforts were made to initiate the uninformed into the rules of balanced diet and personal hygiene. Many of the refugee children got their first glimpse of a tooth brush in the tent colonies. Much good, it was later proved, came from such Red Cross teaching, hurried as it often had to be.

At the end of the emergency period homes scattered along the rivers were a depressing sight. Mud covered everything. Walls were caving in, plaster falling, many buildings crumbling. It was at this time that governmental agencies, including the Works Progress Administration, Civilian Conservation Corps and others, began the gigantic clean-up task that was of incalculable value not only to householders but also to the agencies for family rehabilitation that followed. While workers from these federal organizations were in theory limited to clearing up public property and highways, and removing dangerous obstacles left by the flood, they managed to lend a hand to discouraged flood victims whenever the opportunity offered. These clean-up efforts greatly speeded rehabilitation.

Flood victims included Americans of all types and conditions—from the well-to-do to the squatters. The tasks of sorting and rehabilitation were not simplified by this fact. In some flooded communities, government money had never been needed for local relief. In others, 62 percent of the registrations came from families previously known to relief agencies. Four-fifths of the families in one southern town were flood victims, and most of them were registered for assistance. In seven counties of another southern state hired hands or sharecroppers from 75 percent of the plantations were on the Red Cross lists, in addition to many registrants from small towns.

Briefly, Red Cross rehabilitation is based on present and future needs rather than on past losses. Homes are rebuilt or repaired for needy home owners, but not for renters. Furnishings are provided for both. The aim of relief directors is to restore earning capacity, self-respect and confidence. The Red Cross always gives outright help, never loans.

Thousands of acres were inundated, and in many localities water lay on the land long after the flood had passed. Red Cross assisted the harassed farmers by replacing machinery, re-stocking farm animals, poultry, and seeds, supplying feed for livestock until hay and grains could be harvested, and repairing damaged buildings.

When the Disaster Loan Corporation, the Rural Resettlement Administration, or the local bank found that an applicant was not in a position to borrow money for rehabilitation, they passed the sufferer along to the Red Cross. Conversely, when a Red Cross applicant was found eligible for a loan, he was referred to local institutions or federal agencies.

When the waters had receded, surveys of damage had been made, and building got under way, new problems arose. Given a small town where three fourths of the homes need rebuilding or repairing, or a larger city where 60,000 houses must be renovated, a building boom is inevitable. With a shortage of materials, contractors and independent builders bid for existing supplies, and wages rise. Extravagant price ranges for materials and labor developed in the various sections of the flood zone.

It is long-established Red Cross policy to purchase materials of all sorts—nails, cement, household furniture, food—in the affected communities, for the dual purpose of restoring community morale and stimulating local business. So far as possible this policy was enforced in 1937.

STRAGGLING registration slowed up later stages of rehabilitation. After the first "awards" (as Red Cross grants are known) many families concluded that if the Joneses did why shouldn't they? As a result, case work had to be made more thorough even if it delayed operations.

Because, especially in southern communities, so large a number of flood victims were Negroes, Red Cross took on doctors, nurses, and case workers from the growing ranks of competently trained Negroes in some of the larger flooded cities for work with their own people. Even in the "deep South," these Negro nurses and doctors were welcomed.

Urban rehabilitation dealt with two types of towns. In a growing community, with industrial enterprises, active trade, and a high employment rate, rehabilitation went forward rapidly. But there were many so-called "dead"

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

towns in the flood zones. Some had once been important river shipping points; others had been deserted by industry, or had exhausted their natural resources of minerals or oil. In such localities rehabilitation proved more difficult.

In some communities there was the old question of removing families from danger zones periodically flooded. Such a program would seem to be dictated by economic common sense, but fulfillment of such plans in many instances was impossible. Squatters, most of them annual relief clients, refused to move out of their house boats or riverside shacks. Others, more responsible but nevertheless victims of the same annual overflow, refused to move because "this was good enough for my father and it's good enough for me." There was delay in final disposal of many such cases because the families would consider no plans for permanent repairs until danger of later floods was past.

In two instances, we considered ambitious schemes for completely relocating small towns. Both communities were situated on lowlands annually inundated. The health situation was questionable. Very little industry existed in either place, and it seemed obvious that the most practical thing to do would be to move the towns, fire-houses, city hall, post office and all, to hillside sites a short distance away. As soon as plans for this move were discussed publicly, the open hillside property jumped to big-city prices. While negotiations were under way for government help, the citizens almost to a man decided that if they were to be moved, someone else would pay for it, and what of the sewers and the water systems, anyway? It seemed obvious that relief directors and outsiders carried most of the worry about future floods, while the town's population sat around swapping experiences. The question is still open.

As a result of active participation on Red Cross advisory committees, hundreds of persons have come to consider community problems in practical terms. In one large southern metropolis, for example, 240 of the city's leading men and women served on fourteen Red Cross committees, and heightened understanding of and active participation in welfare activities in that city are already apparent. Similar instances of an awakened social sense could be multiplied many times in telling the story of 1937 flood relief.

The greatest need that workers found among flood victims was not for food, housing or medical care, but for a regeneration of drowned morale. Today thousands of rebuilt and refurnished homes are to be seen where there was almost hopeless devastation four months ago. America's pioneering spirit was as necessary last spring along the Ohio and the Mississippi as it was when Daniel Boone and his contemporaries carved their way through the canebrakes and forests of a new world.

When Outsiders Look In

By WALTER PETTIT

New York School of Social Work

As told to A. L. New

WHEN a secure and well-considered social organization invites a group of outsiders to criticize and evaluate its policy, program and practices, what happens? White-washing? Or battle, murder and sudden death for the critics?

There are other alternatives. The question could be answered in many ways by many people. I can only answer it as one who recently has been the chairman of the advisory committee which conducted a study of the program of the Girl Scouts and turned in an 82-page report summarizing some twelve volumes of findings on the movement.

On the committee I had the privilege of working with a group of men and women who were keenly interested in one thing—the discovery and integration of pertinent facts. The group included Eduard C. Lindeman, of the New York School of Social Work; LeRoy C. Bowman, of the United Parents Association, New York City; the Rev. Edward Roberts Moore, of the Catholic Charities of the Archdiocese of New York; Elizabeth Kemper Adams, formerly of Smith College; Mrs. Benjamin Buttenwieser, of the Board of Child Welfare of New York City; Mrs. Nicholas F. Brady, now Mrs. William J. Babington Macaulay, Chairman of the board of directors, and Mrs. Arthur W. Page, chairman of the program committee of Girl Scouts, Inc. In addition, Shelby Harrison, of the Russell Sage Foundation, worked with the committee in an advisory capacity. The study began in January, 1935, with the appointment of Charles H. Young, a sociologist trained at Chicago and McGill Universities and at the New York School of Social Work, as director of the program study staff, and continued for the better part of two years. That study and the report based upon it illustrate, I think, a noteworthy approach to a problem common to many forms of social work.

Most of us grew up in a competitive world, a world of *laissez faire* thinking in business. What happens when we enter one of the fields loosely defined as social work? Does the psychology of a lifetime change over night? It would be pleasant if it did. We all know that it does not. We carry habits of competitive thinking into a field that is inherently cooperative. Every honest social worker recognizes the truth that all social agencies must work together if any is to succeed. The problems arise in practice. Working together means more than checking lists and exchanging news bulletins. It means subjecting cherished traditions to modern critical standards and inviting frank suggestions from those whose experience may qualify them to recommend changes. It means, in short, a kind of organizational soul-searching that is not to be taken too lightly and that is certainly not taken too often.

The Girl Scouts recognized this basic principle of social cooperation when, as part of their general development plan, they invited "an impartial group of scientists and educators in no way related to Girl Scouting" to serve on an advisory committee "with a view to measuring its [the Girl Scout program's] effectiveness as a means of character, spiritual, mental and physical development."

From the *laissez faire* standpoint, there was no particular reason why the Girl Scouts should have appointed such

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

a committee at all. The organization, at the end of 1934, was twenty-two years old—no longer very young, or altogether without precedents of its own. It had almost 350,000 members and was growing steadily. Its national reputation was excellent. To open the doors of the Girl Scouts to the critical inspection of outsiders might seem to be asking for unnecessary trouble.

One way of avoiding that trouble would have been to throw such restrictions about the investigation as to make it merely superficial. An organization which wanted to pay only lip service to the philosophy of cooperative social work could have done this. We all know how hard it is for any group, no matter how honest, to escape the dangers of the superficial survey. There was an added opportunity for such restrictions when a new Girl Scout national administration came into office during the life of the committee. New administrators are always at liberty to disavow the works of their predecessors, but this new administration showed all possible eagerness to preserve the integrity and thoroughness of the study.

The study began as a survey of the regular Girl Scout program based on ranks, achievement badges, camping, health habits, community service and other character-building elements. The committee felt, however, that programs are instruments and as such can no more be studied apart from the persons using them than can one member of the body be considered apart from the other. The committee was given carte blanche. It might, if it chose, go completely revolutionary and turn the whole system topsy-turvy. The committee felt that no such drastic action was warranted, a fact which perhaps indicates that really revolutionary changes seldom need be made in any organization which is sufficiently alert.

The study staff of the committee considered first the philosophy of the movement: the aims of the Girl Scouts. It agreed that the original goal of scouting—the self-development of the individual within the group—was sound. When the study staff went into the field, however, it found some practices at slight variance with the traditional thought of the organization. Greater flexibility of the program seemed the answer to this problem in order to meet the changing needs of modern girls' life. Staff members attended troop meetings and watched the program in action. They talked with leaders, local Girl Scout council members and commissioners. Their findings enabled the committee to take the third step, the formulation of recommendations which would cause the whole program better to serve girls from seven to eighteen years of age. Naturally, no hard-and-fast specific rules could be laid down. The committee made no such attempt. It did suggest, among other things, an experimental period during which the Girl Scouts would work out practical applications of the new plan.

Now that the report of the committee has been accepted by the board of directors of the Girl Scouts, the experimental period has begun. Preparations are under way for a more flexible program. Projects in group work, relating the achievement badge activities closer to the girl's daily life, are being developed. Training courses for the volunteer and professional workers are being modified as fast as new material can be prepared. The next step will be the testing of this material by actual use in the field. The responses of the girls themselves will be carefully recorded. This is social experimentation in its best sense—it is not using a group of people as guinea pigs but it is presenting them with a number of free choices, accepting their reactions and seeing to it that the program exists for the girl rather than the girl for the program.

The details of the committee's findings are of less concern outside the Girl Scout organization than the procedure involved. Orientation is a word we use often nowadays. We speak of the orientation of the individual but we may sometimes forget that organizations also need to consider themselves in relation to the social scene of which they are a part. No efficient way of serving the public can be devised unless we are aware of where and how the public needs to be served. And because the public's needs change constantly, we must not lose touch with the thinking in other fields which may be related to ours. The Girl Scout program study and the variations in the Girl Scout program which are being offered this year are proof that progress can be made in this direction. The results should be interesting to those of us who are wondering just how we can determine the value of our own organizations and the location of our own particular places in the sun.

A Side-Light on the N. Y. A.

By SARAH ELIZABETH BUNDY

WHEN the first bulletin of directions regarding the National Youth Administration reached me, I felt like jumping out my office window and calling it a day. The burden of my job as girls' vice-principal in a cosmopolitan highschool was sufficiently heavy and varied without additions. The thought of creating jobs and placing girls in them, and of winding and unwinding all the necessary red tape involved in a nation-wide plan of this sort, filled me with despair.

Now, after nearly two years of experience, I have a few comments to make. They are in no sense scientific. I am presenting no statistics; summarizing no formal survey. I am merely recording impressions of the NYA experiment in one situation, more or less typical.

It was clear in the beginning that the easy way would be to assign students to NYA work during a period of their regular school day, when teachers are available to supervise them. But if the project were to fulfill an educational purpose, I could not reconcile such a policy. Accordingly, all assignments were made for hours outside classroom periods. This required ingenuity to find suitable employment, especially for girls. Boys can be handled more readily in assisting persons employed in the school plant.

Added to this perplexity was the fact that candidates,

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

at least in the first crop, were largely unemployable. The initial regulations for the NYA limited the assignability to students whose families were on certain local relief rolls. That very fact told the story in many cases. During these years many persons are on relief through no fault of their own, yet it is a fact that persons either incompetent or indifferent, as far as employment is concerned, bulk large on the rolls. Naturally their offspring bear some of the parental earmarks.

However, "Ours not to reason why, ours but to do and die." Common sense told me that I must be opportunist enough to make the most of the task before me. Perhaps, after all, more good than bad would eventuate. Accordingly, I ceased inward grumbling and got to work. The negative and positive impressions follow:

NEGATIVE:

There is danger that a pupil of limited physical strength as well as of slender pocketbook will be overly ambitious and take on more than he should. This hazard needs to be watched carefully. Many of my applicants should use the hour available for rest and recreation, not for work. I am thinking now of an over-grown orphan girl of sixteen who carries the physical result of having broken child labor laws in her earlier years. Virtually always she has been on her own. Her size and apparent maturity have been both her asset and her liability. It was easy for her to pass for sixteen when she was only fourteen and now at sixteen she could pass readily for eighteen. That did not protect her, however, from the results of the back-breaking work which the laws regulating fruit-packing were definitely designed to avoid. Now she must go once a week to a clinic for treatments for physical defects resulting directly from overwork in childhood. It is apparent that she should not be an NYA worker, and yet her overwhelming need prompted me to assign her to after-school desk work which would be as little drain as possible upon her physical strength. There are others of the same sort, though possibly no other cases so extreme. She serves to illustrate this danger.

Providing an NYA assignment to a student of superior scholarship without giving him any work to do is an opportunity that I cannot accept. We have certain boys and girls eligible on that basis, but not one of them has been assigned. Wrong though my viewpoint may be, I cannot bring myself so far to lower the standards of scholarship and the incentive to do for the sake of doing, for the reward of thirty cents an hour.

But quite as serious as the possibility of jeopardizing physical or intellectual values is that of creating an unfortunate social attitude. In the past, school service has been rendered freely by many pupils during study periods and after hours. This is as it should be, for obviously the student, through the experience thus gained, usually has benefitted even more than the school itself. I cannot but fear that this spontaneous expression of loyalty may be endangered if too many activities are assigned on a monetary basis. It is obvious that a student with limited social sensibilities will question gratuitous service on his part when he sees that others are being paid for similar work.

In connection with this social attitude is the fact that, as NYA jobs are assigned to outstanding students, it becomes popular to seek them. During the second year of NYA the applications increased many fold. Community welfare workers rather too readily advise school children in needy families to seek such employment without first ascertaining whether the school quota of assignments (a number determined by federal allotment, not by the local school) will permit additions. This, of course, leads only to embarrassment and disappointment. I am reminded here of an ironically amusing incident. One day when a notice appeared on the bulletin board, "NYA checks have arrived. Call for yours," a dozen or more applicants who had never been assigned, or even approved, expectantly reported for their checks. Evidently manna from Heaven, or Washington, is still anticipated.

POSITIVE:

Happily, however, there is another side to the picture. At the beginning, the disadvantages rather overwhelmed me, but as months have passed, as payrolls—complicated though they are—have been tallied and checked, as girls have thrilled at the receipt of warrants from the federal government, I have come to realize that wisdom really did promote the plan, for day by day positive values accumulate.

In the first place, the girls who actually had not had proper lunches or decent shoes or carfare to bring them long distances, gained not only relief from these hardships and worries, but an increased self-respect. Even $6 a month can go far toward providing those small things that let a girl hold her head up.

A few of these girls had been bad attendance problems, partly because of lack of carfare and other necessities. But the lack of incentive to attend regularly also had operated. With NYA assignments somehow the fact that they had jobs to do, not merely, I think, because they were being paid, motivated regular attendance as nothing else had done. Certainly this fact presents a challenge to a thoughtful educator. When school stimulates as much responsibility and interest as a job, truancy largely will disappear.

The experience and training that these girls have received in their NYA assignments represent a definite virtue of the plan. I have seen a listless, apparently incompetent girl transformed within three brief months into an alert, dependable worker, eager to begin her assignment and reluctant to stop when it was time to go home. One girl, awkward and oversized—a gland case—who previously made minor ailments the excuse for staying home, was assigned to serve ice water at noon in the cafeteria. She has scarcely missed a day and is far more agile and decidedly neater in appearance than when I doubtfully assigned her.

Most of the NYA tasks have been really worth-while, not, as I anticipated, mere "busy work." Some good natured teachers have prolonged their own day to assume the role of employers. But in many instances virtue truly has had its own reward for their student employes have rendered service far beyond our most optimistic expectations.

The NYA is a temporary agency, a part of the federal government's relief program. It must be regarded as an emergency undertaking liable to liquidation. But if out of the NYA experience throughout the country a few hundreds of thousands of boys and girls of highschool and college age become inoculated with the virus of steady work; if the positive results outweigh increasingly the negative; if some of us who have professional association with the plan are learning lessons and gaining new ideas which will carry over into permanent channels, then surely the NYA can be counted a success.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

The Common Welfare

Repartee

A MEDAL for adjectival invective, all unsullied by profanity, seems due to Lieut. Col. B. B. Somervell, WPA administrator for New York City. Commenting on the charge by Ralph M. Easley of the National Civic Federation that the New York WPA supervisory and administrative staff is loaded with "ex-convicts, former bootleggers, drunkards, people expelled from their previous connections for various delinquencies, political ward-heelers, professional agitators, moral perverts, etc.," the doughty Colonel replied: "It is a lot of fatuous twaddle, illogical, irrational, unreasonable, imprudent, ridiculous, absurd, foolish, preposterous, ludicrous, incautious, careless and specious."

For Government Service

A NEW institute of local and state government, which promises to go below the treetops and down to the grassroots of public administration, is announced by the University of Pennsylvania. The new institute, supported for its first six years by a gift of $240,000 from an unnamed donor, is the first major development in the University's bicentennial program designed to strengthen its work in various fields. Prof. Stephen B. Whitney of the Wharton School of Business Administration is acting director.

The principal objectives of the new institute are:

To establish a center of practical and printed knowledge about problems of municipal, borough, county, township and state government.

To maintain, with the center, an advisory, consulting and informational service for the benefit of local and state government units in Pennsylvania.

To maintain a center for the training of governmental experts and administrators, for "in-service" service, and for the education in local and state government affairs of students who expect to enter business or the professions.

To maintain a center for conferences, lectures and discussions relating to major questions in the improvement of city, local and state government in Pennsylvania and other states as a means of educating public opinion.

To conduct research into problems which the development of this program may bring to the surface with particular regard to problems brought up by local and state government officials in Pennsylvania.

By and For Women

AS part of a world-wide study of the wages and home responsibilities of women wage earners, the U.S. Women's Bureau has prepared for the International Labor Office a report on women in American industry. A number of women's organizations cooperated in gathering the material for the report. In connection with this task representatives of the participating groups agreed to formulate what they have called a Women's Charter, embodying "the social and economic objectives of women, for women and for society as a whole." The charter is drawn as a possible basis for legislation. It represents in general the point of view of those who differ from proponents of the "equal rights amendment," which would wipe out all laws applying solely to women, not only discriminatory laws of property, guardianship, and so on, but also protective legislation for women wage earners.

This split among women's organizations was evidenced dramatically at the recent convention of the National Federation of Business and Professional Women when the delegates unanimously rejected the charter and endorsed the "equal rights amendment."

The charter is now being circulated in many countries for study, endorsement, suggested amendment or rejection. In this country, the Women's Charter Groups will invite each organization endorsing the objectives of the charter to send representatives to a national convention, probably during the coming fall or winter, "to arrange for organization of the long time movement which the Charter's purposes imply."

The charter calls for full political and civil rights for women, full opportunity for education, economic opportunity and security. It further provides:

Where special exploitation of women workers exists, such as low wages which provide less than the living standards attainable, unhealthful working conditions, or long hours of work which result in physical exhaustion and denial of the right to leisure, such conditions shall be corrected through social and labor legislation, which the world's exprience shows to be necessary.

Behind the Totals

IF you are one of those who can take your figures straight and no questions asked you will be able to believe, because relief expenditures are going down and social security expenditures are going up, that security has turned the corner and relief is on the run. While the total figures unquestionably show such an indication the facts behind the figures are not unmixed, and the figures themselves are not as simple as the mouth-filling totals make them seem.

The statisticians of the Social Security Board, just now making a beginning in assembling all persuasions of public assistance figures in one piece, tell us that payments to needy persons from all public sources were $33,684,000 less during the first four months of 1937 than during the same period in 1936. One trouble with that figure as a true indication of a national condition is that from January to April 1936, WPA was at its peak, its expenditures for March of that year, for example, running to $191,530,000. During the first four months of 1937 WPA relief wages were $28 million a month less than a year ago. In view of that difference in one segment of the relief circle, the whole drop of $33 million plus for four months, loses some of its significance.

It would be comforting to believe that emergency relief is dropping because the security services are taking over the dependent children, the aged and the blind. To a certain extent that is true but there are too many variables, too many gaps in information to permit the statement to stand alone. It is a sorry fact that many states, pressed to secure federal aid from the security board are putting all their relief eggs in the security basket. The aged and to a lesser degree dependent children and the blind are doing better

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

than before, but the family that misses a category and requires general relief is, in a good many states, just out of luck. Relief rolls have gone down sharply in those states because there has been little or no provision for general relief since the federal government went out of "the business."

In states that have maintained a general relief program along with the developing security services, varying pictures are presented. In some the trend of total relief has been significantly downward in recent months, but in others the reverse is true. For example Minnesota had in the first four months of 1936 a total case load, counting WPA, the security categories and general relief, fluctuating month by month around 128,000. During the same period this year the total load fluctuated around 156,000. Similarly, Wisconsin in March 1936 had 145,181 by the same inclusive count of cases; in March 1937, 158,127. In both these states the continuing need for emergency relief has been recognized and met. In each, general relief has declined somewhat but less than the security grants have increased.

Ever since the FERA departed this life we have lacked a complete statistical picture of relief in this country. The effort of the Security Board to bring all the pieces together is wholly commendable. But gross comparisons between particular months are not alone convincing. To see the true picture it still is necessary to look behind the totals. Both perspective and detail are necessary for safe interpretation of statistics.

Public Service Unions

THE war between John L. Lewis and William Green, rivals for national labor leadership, has spread from the industrial to the public service field. The United Federal Workers of America, affiliated with Lewis' Committee for Industrial Organization, is undertaking an intensive organization drive, directed by Jacob Baker, former assistant administrator of FERA and WPA. Two other national organizations are already in the field, the National Federation of Federal Employes, formerly an American Federation of Labor affiliate, now an independent group, and the American Federation of Government Employes, chartered by the AF of L, after the split with the National. These two unions have enrolled a relatively small number of the more than 800,000 federal employes.

The CIO has also chartered the State, County and Municipal Workers of America, a rival to the American Federation of State, County and Municipal Employes, an AF of L union launched less than two years ago. This new CIO affiliate has started an organizing campaign among the 2,000,000 eligible workers under the leadership of Abram Flaxer, former employe of the Emergency Relief Bureau in New York City.

At a July press conference, in reply to a question as to collective bargaining for government employes, President Roosevelt pointed out that the right is necessarily a limited one, since public administrative officials have little or no authority to regulate either wages or hours of work. Public employes, he reasoned, can look for action on these matters only from the appropriate federal, state or local legislative body. The President submitted, however, that there should be full collective bargaining between employes and the heads of public agencies in matters where administrators have discretion.

In line with this view, Mr. Lewis has announced that strikes or picketing by either one of the CIO unions of public employes would be a violation of the organization policy of the CIO.

A resolution making it unlawful for federal employes to strike, or for an organization of federal workers to call a strike has been introduced in Congress by Representative C. E. Hoffman of Michigan.

Scottsboro

IN a snarl of inconsistencies, the sensational "Scottsboro case" was decided anew last month. Of the nine Negroes held for six and a half years on the same testimony, four were found guilty of rape, one sentenced to death, one to prison for ninety-nine years, two for seventy-five years; the cases against five were *nolle prossed,* but one of the five pleaded guilty to assaulting a deputy and was given a twenty year term, the judge refusing to take into account the years already served because "the state had dropped the other charge."

In March 1931 the nine young Negroes were arrested at Paint Rock, Ala., charged with the rape of two white women on a freight train. Eleven jury trials followed. Twice the death sentences of all nine were affirmed by the state supreme court. Twice the U.S. Supreme Court set aside the convictions, ruling first that the youths were without benefit of adequate counsel, later that their constitutional rights had been violated by the exclusion of Negroes from jury lists in Alabama. Ruby Bates, one of the complaining witnesses, repudiated her testimony and declared the whole story "framed." The case was complicated by wrangles among radical defense groups, and by fresh prejudices aroused when the defendants were represented by a much publicized lawyer from the North, who happens to be a Jew. A prosecutors' statement following the four releases, explains that one defendant "was practically blind" at the time of the crime, and another "was suffering with a severe venereal disease and [according to medical testimony] it would have been very painful for him to have committed that crime and . . . he would not have had any inclination to commit it." The other two were "juveniles," twelve and thirteen years of age at the time of their arrest.

The four youths were raced across the Alabama state line and taken to New York by their counsel, Samuel Leibowitz. "Our plans aren't definite," Mr. Leibowitz states, "but the boys ought to be placed in a vocational school where they can be trained in some trade."

Joseph Lee

SELDOM does a development in American life owe as much to a single individual as public recreation owes to Joseph Lee of Boston who died late in July. Of a distinguished family, Mr. Lee early in life decided to devote himself to social welfare. His insight into boy life in congested areas shaped his career. In 1898 he developed the Columbus Avenue playground in Boston, a modest acorn from which grew the oak whose branches today reach far and wide to the 1122 cities which now support public playgrounds and recreation centers. In 1906, with Jane Addams, Jacob Riis and others, Mr. Lee organized the Playground and Recreation Association, now the National Recreation Association through which, as president, he since has exercised his rare talent for leadership. When, in 1926, Harvard University made him an L.L.D. the citation read, "Joseph Lee: a citizen ever laboring for the welfare of the public and the joyful growth of children.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

The Social Front

WPA

BY a recent ruling of the federal WPA, state administrators may exempt up to 10 percent of the workers on any project from certification of need provided that the number of exemptions for the entire state does not exceed 5 percent of the total employed. By the same ruling state administrators may exempt 10 percent of the persons on any project from the established schedule of monthly earnings—the "security wage"—with the same 5 percent proviso for the state as a whole.

This ruling modifies one made in March which limited exemptions to 5 percent and left state administrators no discretion. Difficulties in local administration and resultant heavy pressure on Washington are, "they say," responsible for the modification.

Rotation—The policy of dismissing first those longest on the payroll, initiated in the recent heavy reductions in WPA, is to be systematized in New York City this fall. Lieut. Col. B. B. Somervell, city administrator, has announced that in order to discourage the idea that WPA is a "career service" and to give employables on home relief a chance, beginning October 1 he will return to home relief rolls at the rate of five thousand a month those workers who have been on WPA for two years or longer. Vacancies thus created, will be filled from the ranks of the 99,261 employable workers who were on the rolls of the Emergency Relief Bureau on July 1. This rotation plan will effect a 75 percent turnover in WPA in the course of two years— if WPA continues that long.

A recent analysis of WPA rolls in New York showed that among the 174,478 persons on WPA on June 24, 80,829 had been there since it started in August 1935, and 142,771 or 81 percent had been there prior to December 31, 1935. Further analysis is being made to determine how many of the present employes were on CWA or on the private or state work relief programs that preceded the federal.

Commenting on the policy of rotation Colonel Somervell said:

"Some of these people have been on work relief so long that it seems doubtful that they will ever find reemployment. Age, lack of will to seek employment and an actual scarcity of available jobs are among the factors which make for the long stay on WPA.

"In fairness to the people who have been on home relief through all this period, we believe that they should be given the same chance to refurbish their skills and see what they can do about finding private employment."

The New York WPA which always has denied vigorously any charges of inefficiency, is now making an outspoken drive in the direction of efficiency. In a memorandum to 10,000 supervisory employes Colonel Somervell called on them sharply to bring projects up to the efficiency level of private industry or of other government departments. "The 'WPA look' of certain projects must be eliminated. The 'WPA look' needs no interpretation and must be wiped off the map of New York City."

Denial—The usual summer charge that WPA is creating a shortage of seasonal labor is sharply denied by Corrington Gill, assistant administrator, who says that in an investigation of seventy-five separate charges in twenty states not a single charge was substantiated. Citing specific instance he says: "Our investigation discovered a shortage of cannery labor in only one of twenty-nine plants visited in Delaware and Maryland, and that was temporary. In the town where this plant was located only nine people were employed on WPA, all older women clearly unsuited for cannery work."

Replying to the charge that southern Negroes were being taken in large numbers to Nassau County, N. Y., because local men would not leave WPA for farm work, Mr. Gill said: "Careful investigation showed that fewer than twenty Negroes had been taken into the county. Negro workers were receiving $2 for a 12-hour day. Few local workers will accept this rate as common labor in other industries is paid $4 to $5 for an 8-hour day. On WPA rolls we found only a very small number of farm laborers and on local relief rolls only one. Yet the National Reemployment Service had a generous supply of such workers on its registers but had been called upon in only one or two instances."

No Pot of Gold—The rainbow dream that large numbers of the unemployed could make a living for themselves by going out into the wide open spaces and digging for gold, has been neatly dissolved by the cold facts of WPA research. In 1935 many thousands of people, no one knows how many, went out prospecting, with or without a grub stake. Some 28,000 of them actually got enough gold to sell. They worked an average of forty-five days in the year, and their gross earnings averaged only $72, or $1.60 per working day. The study, which is a part of WPA's National Research Project on Reemployment Opportunities, covers placer mining in seventeen states. It is, on the whole, says WPA, "a story of itinerant men and women who, when they lost their jobs at home trekked in search of the 'end of the rainbow.' Usually they had no training or experience in mining and were foredoomed to fail." Among the case histories in the report are those of four young sailors, a musician and his wife, an architect and his wife, a gassed war veteran and two young city women.

Compensation

SOMETIMES it is hard to tell who is and who isn't covered by the social security program. Frequently the Bureau of Internal Revenue has to draw the line. For instance, if your work is raising goldfish, mushrooms, orchids or rabbits you are not a farmer within the meaning of the Social Security Act. If you work on a railroad which operates between the United States and Canada, you pay social security taxes on the approximate proportion of your wage which you earn on the soil of the U.S.A. In Wisconsin, if you are a bride and lose your job because your employer has a rule against the employment of married women, you are not entitled to unemployment compensation. But if you are a Wisconsin worker discharged because you misunderstood working hours, you can collect compensation. The "social security status of radio performers" is at this writing still uncertain, with neither sponsor nor broadcasting company eager to assume the role of "employer" for purposes of social security taxation.

Fifty-one Laws—Every state in the Union (also the District of Columbia, Alaska and Hawaii) has now passed an unemployment compensation law, and all fifty-one of these measures have been approved by the Social Security Board. The Florida, Missouri and Illinois acts were approved during July, the last—Illinois—on July 16. According to the Board's estimates, nearly twenty-one million workers are now employed in jobs where they have the protection of unemployment compensation.

Each of the last three state laws provides for a state-wide pooled fund, to which employers of eight or more contribute, and out of which weekly benefits will be paid to qualified workers up to a maximum of $15. They also anticipate the future operation of merit-rating provisions under which the rates of em-

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

ployers' contributions will be geared to their benefit and contribution experience. None of these laws require contributions from employes; and they provide for benefits to workers in part-time and seasonal jobs. Benefit payments in Florida and Missouri will begin in January, 1939, and in Illinois in July, 1939. Under the Florida and Illinois laws benefits are computed on the basis of the worker's regular full-time weekly wage; under the Missouri law, on the basis of total wages during the quarter year of highest earnings within a period of approximately two years. In Florida and Illinois benefits may be paid for as many as sixteen weeks during a year; in Missouri for twelve. In Florida the administrative agency is the Industrial Commission, and in Missouri a new agency, the Unemployment Compensation Commission. The Illinois law provides for a commissioner of placement and unemployment compensation under the Director of the Department of Labor.

Administration—In Mississippi, "striking workmen are not eligible for unemployment compensation benefits," according to a recent ruling by Commission Chairman Wheeless. He adds, "Refusal to take a strike-vacated job does not make an unemployed worker ineligible."

In Massachusetts, about forty branch offices will probably be established under the State Unemployment Compensation Commission. The plan is to have a branch office within one carfare of every industrial center in the state.

Arizona employers, including motor truck operators, railroads and mining concerns, have petitioned the state commission for changes in the report procedure. They suggest that instead of quarterly reports to the state, they report only when a worker leaves his employment for another job, in which event the employer would notify the commission of the term of employment and the total wages paid. . . . In New York, many large employers will use punch cards in lieu of written or typed quarterly reports to the Division of Placement and Unemployment insurance. In this way employers may utilize their modern recording and tabulating machines in reporting the earnings of individual workers, at a saving to themselves and to the state.

Labor Trouble—When four clerks were discharged from the Baltimore office of the Social Security Board in the spring, one of the employes' unions charged that anti-union and racial prejudice caused the dismissals. Hearings were held with Louis Resnick, director of the board's informational service, acting as referee by agreement of the union and the board. After studying the transcript of the hearings, the arguments, exceptions and exhibits, the board accepted the recommendations of the referee: that the dismissal of two clerks be sustained because "conclusive evidence was presented as to unsatisfactory work such as would warrant dismissal"; that the other two dismissed clerks be reinstated because "there was such conflict of evidence of satisfactory and unsatisfactory work as to raise some question of the justice of their dismissal." The Social Security Board Employes' Union announces that the case will be carried to the National Labor Relations Board. Legal counsel for the union will be furnished by the United Federal Workers of America, a C.I.O. affiliate.

Trailer Office—A trailer as an "annex" to a district office is proposed by the West Virginia unemployment compensation department. The trailer would visit the seven counties of the Parkersburg district each month, eliminating the necessity for eight branch offices to serve the five thousand covered workers in the district. If the plan proves successful, an additional trailer would be acquired for general use throughout the state, supplementing the various branch and district offices.

Old Age Benefits

SOCIAL Security field offices took over from the Post Office Department last month responsibility for continuing the assignment of account numbers to eligible workers. Since November, when the enrollment began, approximately thirty million workers have applied for social security accounts. With the vast majority of numbers assigned, the task of assembling information for individual wage records is now well under way. During July, employers throughout the country filed with the Bureau of Internal Revenue returns showing the name, account number and the total taxable wages paid each employe during the first six months of 1937, as well as the total taxable wages and the total number of employes to whom taxable wages were paid during the same period. Hereafter these returns will be made quarterly.

From the pioneer's musket on the wall to the Social Security Act, the defenses of Americans "against hunger and danger" are discussed primer fashion in a new Social Security Board publication, Why Social Security? This compact and simple account of "the development of measures for social security" was written by Mary Ross of the Board's Bureau of Research and Statistics and illustrated by Hendrik Van Loon.

Lump Sum Payments—Field representatives have some 20,000 filled out Treasury forms regarding employes who have reached the age of sixty-five or who have died since January 1, 1937. Since benefits are based on wages earned since January 1, the lump sum payments now being made are relatively small. The largest claim so far approved was for a death payment amounting to $192.50. The worker's earnings in 1937, up to his death March 11 had totaled almost $6000 from two jobs. This entire amount could be counted in computing benefits since the Social Security Act permits total earnings up to $3000 a year from each of any number of covered jobs to be used as the basis for determining the benefit.

"No Information"—The Board has issued a ruling expressly forbidding its members, officers or employes to "produce or disclose to any person or before any tribunal, directly or indirectly, whether in response to a subpoena or otherwise, any record . . . or any information . . . officially acquired pertaining to any person." The ruling followed numerous requests from families, organizations, associations, corporations, lawyers, and municipal and state authorities, asking the whereabouts of individuals thought to have applied for social security account numbers.

Proposed Amendments—A series of recommendations liberalizing the old age benefit titles of the Social Security Act are included in a report of the Committee on Old Age Security of the Twentieth Century Fund. The committee urges minimum old age benefit payments of $20 a month, with $15 more for married couples. The committee also urges a three-year advance in the starting date of benefit payments—from 1942 to 1939. It also recommends that coverage be widened to include most of the groups now excluded. Declaring that the taxes are now too high for low income groups, the committee suggests that the tax limit be two percent, and that it remain at one percent until that amount is no longer sufficient to pay benefits as they fall due. . . . In Denver, the social security committee of the Junior Chamber of Commerce recommended to the annual convention of the group that it endorse extension of the benefits of the Act to agricultural and domestic workers and that the method of financing be changed to "a gross income tax" or "a federal sales

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

tax". . . . A memorial from the California legislature called upon Congress to amend the Act so that such states as may desire to do so may bring employes of the state and of other political subdivisions of the state within the old-age benefit provisions. . . . The American Association of Social Workers is urging the passage of H.R. 6442 which proposes the elimination from Titles II and VIII of the Social Security Act of paragraphs excepting those employed in charitable and other non-profit organizations from the benefits of the Act.

Record and Report—The proceedings of the tenth national conference on social security, bringing together a valuable collection of timely materials, have been published by the American Association for Social Security in a 215-page volume. The record covers the Association's decade of work, as well as current developments in the field. (Price $2 postpaid of *The Survey*).

Public Welfare

WITH all the discussion of a new federal department of welfare, the exact phraseology of the favored bill proposing such a department is worthy of quotation. Title IV, section 401 of Senate bill 2700, introduced on June 15 by the late Senator Robinson reads:

"There shall be at the seat of government an executive department to be known as the Department of Welfare, and a Secretary of Welfare, who shall be the head thereof, and shall be appointed by the President, by and with the advice and consent of the Senate, and shall have a tenure of office and salary like those of the heads of the other executive departments.

"There shall be in the Department of Welfare an Undersecretary of Welfare, who shall be appointed by the President, by and with the advice and consent of the Senate, and two Assistant Secretaries of Welfare and a Solicitor, who shall be appointed by the Secretary of Welfare, all of whom shall exercise such functions as may be prescribed by the Secretary of Welfare or required by law. The Undersecretary and the Solicitor shall each receive a salary of $10,000 per annum and the compensation of the Assistant Secretaries shall be fixed in accordance with the Classification Act of 1923, as amended.

"The Secretary of Welfare shall promote the public health, safety and sanitation; the protection of the consumer; the cause of education; the relief of unemployment and of the hardship and suffering caused thereby; the relief of the needy and distressed; the assistance of the aged; and the relief and vocational rehabilitation of the physically disabled; and in general shall coordinate and promote public health, education and welfare activities."

Light and Leading—The New York State Charities Aid Association is sponsoring two studies of public welfare administration which it believes will throw light into dark places in states other than New York. The first is of civil service examinations for public welfare positions. This includes analysis of the selection and examination procedures of some twenty municipal civil service commissions in New York state, and of examinations given for public welfare positions by civil service bodies in various parts of the country. The second study is of methods and procedures in New York counties that have abandoned the town relief plan in favor of the county system.

Citizen Boards—Citizen boards of public welfare we have, and citizen boards we probably shall continue to have. So let's be realistic about them, says, in effect, the American Public Welfare Association. Hence it commissioned R. Clyde White of the University of Chicago, to prepare a discussion which it has now published with the title, Public Welfare Boards and Committee Relationships. (23 pp. Price 35 cents from the APWA, 850 East 58 Street, Chicago.) Professor White does not dip into controversy but sticks to the theme of the relationships which will secure and enhance the values of citizen participation. He emphasizes the democratic nature of public welfare services, the broad policy making functions of citizen boards, the distinction between the administrative duties of the staff and the direction of policies by the board, lay participation through advisory committees and volunteers, and the joint obligation of board, committees and staff for interpretation.

Tailored to Fit—The vexed question of minimum qualifications for directors of county welfare units has been faced realistically by Georgia, which is in the throes of reorganizing its state department of public welfare to meet the requirements of the social security act. Given the wide differences in conditions in rural and urban districts four standards have been set up. In Fulton County, in effect Atlanta, the requirements are stiff, shaking down to a minimum of a college degree and at least ten years "progressive and successful employment" in a recognized agency. The other counties are divided into three groups, with a college education always preferred but with high school graduation acceptable, and with experience shading down to a minimum of two years.

CCC Studied—Kansas has analyzed records of 658 enrollees for CCC who were accepted in January 1937. Their collective income for a year amounts to $789,000 from which the CCC-ers have made allottments to families of widely varying relief status, including some on other federal or county programs, or both, some who are eligible for county relief but not receiving it, and some who are receiving no relief of any kind.

Florida found that between July 1936 and January 1937, a total of 2396 boys left CCC camps in the state. More than half received honorable discharges; i. e. were needed at home or elsewhere, or had some physical disability which was "no fault of their own," or left to accept employment. Administrative and dishonorable discharges of 921 enrollees included 413 for desertion, 205 for refusal to work, 127 for failure to abide by rules, 26 for theft and conduct involving "moral turpitude," and 11 for conviction in courts.

Labor Legislation

THE report of the Senate Committee on Labor and Education on July 8 drastically revised the original provisions of the proposed federal wage-hour bill. The Labor Standards Board which the bill would create, could fix minimum wages not to exceed forty cents an hour, but ranging below that according to the situation of individual industries and communities. Similarly, the bill itself as reported sets no top limit for a work week, but specifies that the Board's standard must not be less than forty hours. The Senate bill covers workers in enterprises in interstate commerce with three exceptions: railway workers other than maintenance-of-way employes; farm labor; seamen. The original plan was to exempt all employers of fewer than fifteen persons. The child labor provisions forbid the employment of children under sixteen on goods sold in interstate commerce, and of those under eighteen in hazardous occupations. Child workers in agriculture and children working for their parents are not covered, except that the U. S. Children's Bureau would be empowered to prevent their employment during school hours. At this writing, the House bill is still in committee.

On Behalf of Children — South Carolina's new child labor law establishes sixteen years as the minimum age for employment during school hours, and at any time in factories, mines or mills. Domestic and farm labor are exempted. It permits children to work as early as five a.m., and as late as eight p.m., and does not limit employment of minors between sixteen and eighteen in hazardous occupations. . . . North Carolina's new child labor law has similar age provisions, but is more adequate in safeguarding the hours during which children may work and their employment in hazardous jobs. . . . The Secretary of Labor, Frances Perkins, has authorized an extension of

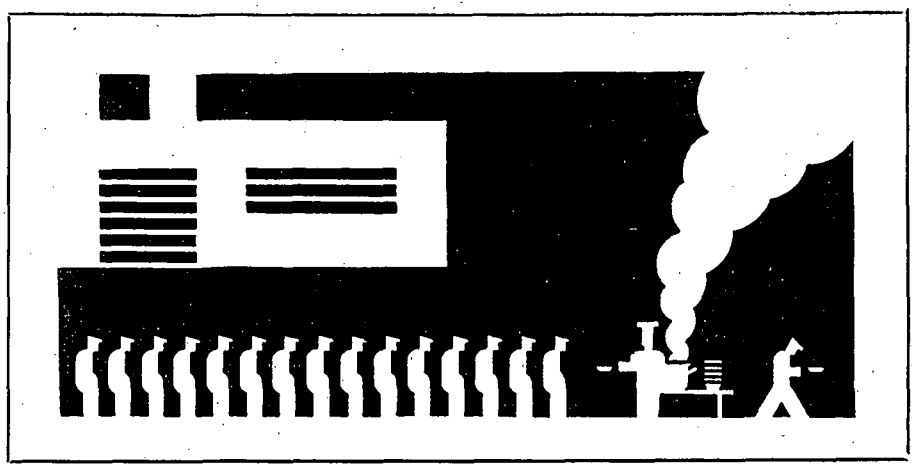
PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

the temporary exemption under the Walsh-Healy Act which permits the employment of girls of sixteen to eighteen in the cotton textile industry. She refused to grant the permanent exemption asked by the Cotton Textile Institute.

Silicosis—A program of medical and engineering research to combat the industrial hazard of "dusty diseases" is announced by the Air Hygiene Foundation of Pittsburgh, which has headquarters at Mellon Institute. The plan calls for studies at Mellon Institute, Saranac Laboratory, Harvard School of Public Health, University of Pennsylvania Hospital, Singer Memorial Laboratory, and for work in cooperation with the U. S. Bureau of Mines.

Homework—New York contractors cannot send nor give out industrial homework to workers living in New Jersey, under a cooperative arrangement recently announced by the labor departments of the two states. Under the New York law, enacted in March 1935, industrial homework has been prohibited in the men's and boys' outer clothing industry and in the men's and boys' neckwear industry. In a letter explaining the ruling, Commissioner John J. Toohey of New Jersey states, "The famous Rinaldi case, where materials manufactured in New York . . . were finished in a cellar in Newark by child labor and Negro labor, helped us to decide to try this plan."

Minimum Wage—Under the New York minimum wage law, the division of women in industry and minimum wage of the State Labor Department is making budget studies in different sections of the state, as the basis for setting wage rates that will insure an income "sufficient to provide adequate maintenance and to protect health." It will require at least four months to complete this study, and the first wage board therefore cannot begin work before September. The law enacted this year is substantially the same as the act passed in 1933 and declared unconstitutional in 1936, except that it provides that directory orders may be made mandatory in three instead of in nine months. . . . The new District Minimum Wage Board begins its task with a survey of wages paid women and minors in the District of Columbia, making use of Department of Labor data. A recent study of payroll data for a week in March or April 1937, shows that among 12,742 women in laundries, stores, hotels and restaurants, cleaning establishments and beauty parlors, about one fifth earned less than ten dollars a week, and about one third less than twelve dollars. . . . In Minnesota, a newly created advisory board of five employers, five employes and one public representative is considering new minimum wage rates in line with present living costs. . . . A Commission for Minimum Wage has been appointed in Oklahoma, the first state to enact a minimum wage law covering both men and women workers. . . . The Puerto Rican minimum wage law of 1919 has been revived as a result of the recent Supreme Court decision. The law fixes minimum rates of $6 a week for women over eighteen, $4 a week for younger workers. Because of the re-establishment of these standards, practically all commercial needlework on the island has stopped, and the question of the application of the law to homework industries has been carried to the courts. Employers of tobacco strippers and fruit canners also claim exemption under the law, which does not cover "agricultural industries."



In easy words and amusing little black and white "sociographics" the Pennsylvania Department of Labor and Industry offers "a simple, non-technical digest" of the provisions of the state's new Unemployment Compensation Law as it affects both employers and workers. The pamphlet is an example of important public information made interesting and understandable to all the people. Obtainable from the Department, Harrisburg, Pa.

By and For Consumers

WHAT kind of national organization is needed to promote the consumer interest? This question will be the subject of a three-months study by the Pollak Foundation for Economic Research, Newton, Mass. In the fall a comprehensive report will be issued, with recommendations concerning aims, scope, methods, finances and constitution of a national consumer organization, and its relation to numerous other agencies, public and private.

Co-op College—A training school for cooperative executives and educators will be opened in New York this fall, according to an announcement by James P. Warbasse, president of the Cooperative League (167 West 12 Street, New York). The first term will open October 11 and run for eight weeks, after which students will be given eight weeks of practical experience in cooperative organizations. The new undertaking, officially known as The Cooperative Institute, is expected to enroll students from many sections of the country. Applicants must have the equivalent of a high school education and pass an aptitude test. Students with a college degree are preferred.

Rural Electrification—In completing its second year of work, the Rural Electrification Administration announces that it has allotted $60 million to construct power lines which will bring light and power for the first time to 200,000 farm homes. The lion's share of these loans have been made to cooperatives. Ohio Farm Bureau cooperatives, for example, have completed power lines to serve nearly 5000 farms in seven counties. Projects have been outlined for twenty-seven counties, and it is estimated that 50,000 farms will be included when the program is finished. Indiana Farm Bureau cooperatives have eight projects under construction and eighteen additional projects have completed their membership drives and secured certificates of public convenience and safety. Wisconsin co-ops have set up the Wisconsin Rural Electric Cooperative Association to rush the construction of power lines in rural sections of the state. Iowa cooperatives are taking the leadership in the construction of generating plants to furnish their own power. The Norris-Rayburn Act, giving permanent status to REA, provides for the allocation of $40 million annually for the next nine years on 20-year loans for the construction of lines which will extend light and power to 85 percent of the American farm homes now without electric service.

Grading Law—A New York law requiring that all packages in which fruits and vegetables are shipped into the state must be labeled with official standards and grades, went into effect June 1. Even though this applies to wholesale containers, the consumer can learn from the dealer the grade of the produce. In many instances dealers use open crates, on which the government marking is printed, for

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

display purposes. Each grade has a specific meaning as to size, ripeness, condition, and so on, to which the product must conform. Copies of the standard grades and what they mean are furnished free on request to the U. S. Department of Agriculture, Washington.

Eastern Wholesale—A year after voting to set up its own warehouse and distribute co-op label products, Eastern Cooperative Wholesale (112 Charlton Street, New York) reports that it is handling 155 products and serving 157 stores and buying clubs. Business of $160,000 for the first four months of 1937 represented a gain of 86 percent over the same period a year ago. The co-op has opened a Boston office to serve New England cooperatives.

Tax Label—The use of a stamp or label for every article sold showing how much of the purchase price goes for taxes has been suggested by Representative Fred A. Hartley, Jr. of New Jersey, according to *National Consumer News*. Holding that the consumer is "the noblest taxpayer of them all," Mr. Hartley cites the example of the car owner who, he claims, is taxed 345 times. There are twenty-seven taxes on the purchase of a car, he submits, 117 on its upkeep, and 201 taxes on the oil and gasoline used. The tax on gasoline is greater than its wholesale cost, Mr. Hartley states. There are 146 taxes on drugs and medicines, amounting to about a third of their cost, he adds.

Standardization Projects—Two new standardization projects in the consumer goods field are being undertaken by the American Standards Association, on the request of its advisory committee on consumer goods (29 West 39 Street, New York). One project is the development of standard definitions of terms used in retailing to describe various types of merchandise. Such a "dictionary" has already had marked success in Great Britain in clearing up the confusion between manufacturer, retailer and consumer in regard to basic description of goods. The second project is the standardization of sizes of children's garments. Under the auspices of the U. S. Bureau of Home Economics, body measurements of 100,000 children to serve as a basis for this undertaking have already been started.

Cancer

NEW leadership has come into the field of cancer research through the action of Congress in establishing a National Cancer Institute in the Public Health Service. The bill, first sponsored by Senator Bone of Washington, at this writing awaits the confidently expected signature of the President. It authorizes $750,000 for a building to house the institute and provides $700,000 a year for research.

The institute will be guided by a national advisory council of six doctors and scientists with the U. S. Surgeon General as ex-officio chairman. This council is directed to review research projects or programs submitted to or initiated by it relating to the study of the cause, prevention or methods of diagnosis of cancer; to collect information as to studies carried on anywhere in the same field; to review applications from any university, hospital, laboratory or other institution, whether public or private for grants in aid of research projects.

The Surgeon General is authorized to buy radium for use of the institute, or for lending to scientists engaged in cancer research.

Essential Facts—The comprehensive article, Cancer, the Great Darkness, published in the magazine *Fortune* in March 1937, has been issued as an eighty-page book by Doubleday, Doran and Co., New York publishers, to retail at $1 a copy. Quantity orders at a reduced price may be placed through the American Society for the Control of Cancer, 1250 Sixth Avenue, New York.

Sinews of Research—Resources for research into the cause and cure of cancer practically have been doubled by the recent gift by Starling W. Childs, New York investment banker, of $10 million to Yale University to establish the Jane Coffin Childs Memorial Fund for Scientific Research. The gift is the largest ever made to Yale for research. The income, said President Angell, will be "devoted primarily to medical research into the causes and origins of cancer with the provision that when, in the judgment of the board of managers, the causes and origins of this dread disease have been sufficiently determined, the fund may thereafter . . . be devoted to research into some other unsolved problem of medicine. . . ."

Under the deed of gift the fund will be administered by a board of managers advised by a scientific board. This latter, already appointed, includes Drs. Stanhope Bayne-Jones, Rudolph J. Anderson, Ross G. Harrison and Milton C. Winternitz, all of Yale and Dr. Peyton Rous of the Rockefeller Institute.

Prior to this new fund the largest endowment specifically for cancer research has been the $2 million of the International Cancer Research Foundation of Philadelphia; next to that the $1,140,000 of the Crocker Cancer Research Fund.

New Hospital—Ground has been broken for the new twelve-story building of the Memorial Hospital for the Treatment of Cancer and Allied Diseases, New York. The building, to cost upwards of $3,500,000, adjoins the extensive plants of the Rockefeller Institute, New York Hospital and Cornell University Medical College with which Memorial is affiliated. It was made possible by a grant of $3 million last year by the General Education Board, plus the gift of the site by John D. Rockefeller, Jr. The new hospital will provide 160 beds at the outset, with provision for large expansion.

Women's Army—Some 78,000 new members have been enrolled recently in the Women's Field Army of the American Society for the Control of Cancer and about $104,000, much of it representing dollar enlistments, has been raised to prosecute the campaign against the disease. It is estimated that several times the number of new members have been exposed, by reason of the campaign, to facts about early diagnosis. The Women's Field Army, of which Marjorie B. Illig of Massachusetts is national commander, conducts its campaign with the aid of cancer committees of state medical societies and some 1500 local women "officers."

The Public's Health

ORGANIZATION of the staff is under way for New York's great new hospital, dedicated to the care and treatment of persons suffering from chronic diseases, a field long neglected in New York as elsewhere. The building, now a vast steel skeleton on the lower end of Welfare Island where the old city prison once stood, will have 1600 beds, will cost with equipment upwards of $8 million, and will be completed the end of next year. By affiliation between the City Department of Hospitals and the medical schools of Columbia, Cornell and New York Universities it will be organized as a teaching and research center. The medical staff will have three divisions of equal rank, one from each of the affiliated medical colleges.

Red Cross Byways—The Swedish Red Cross, supplementing a government grant, has donated money and undertaken distribution of fruit to children in North Sweden, to combat with vitamins the harmful effects of the long winter darkness. . . . Disinfection units were sent out during the past year by the Polish Red Cross Society to border provinces where sanitary conditions were reported to be defective. Ninety small towns and villages were cleaned up, 16,000 houses disinfected and nearly 100,000 inhabitants treated to shower baths. . . . The Central Committee of the French Red Cross and the National Union of Touring Associations collaborate in the organization of highway first-aid posts, the latter responsible for the equipment of posts and the former for the training of personnel. . . . A traveling trailer-laboratory did yeoman service

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

for the Red Cross, during the Ohio and Mississippi Valley floods last winter. With a U. S. Public Health Service surgeon in charge it moved rapidly from place to place supplying laboratory service in answer to emergency calls from many doctors otherwise stranded as to such service.

Still a Killer—In answer to the question, "Has the decline in the death rate from tuberculosis been stopped?" the *Bulletin* of the Metropolitan Life Insurance Company supplies provisional 1936 mortality figures for tuberculosis from forty states. Of these nineteen reported mortality rates higher than in 1935, and nineteen reported lower. Two showed no change. When final figures are compiled, the margin of increase or decrease over 1935 is sure to be small.

Commenting on future tuberculosis mortality Dr. Esmond R. Long of the Henry Phipps Institute, Philadelphia, and last year's president of the National Tuberculosis Association warns: "There is first the great problem of case-finding—if 65,000 deaths occur this year, it means there are some 600,000 cases. We cannot say accurately how many of these cases are open and likely to progress, but a figure of 200,000 is probably not far from the truth. Possibly half of these cases are known at the present time, and under some sort of supervision. . . . But a considerable mortality from tuberculosis will continue for a decade or more from the present known and unknown cases. In addition to the deaths from this source there will be tuberculosis mortality from those whose disease is not now active, and from a not inconsiderable number who are not yet diseased at all. Our greatest hope for the future lies in what we can do for the last two groups."

Russia Fights VD—A sharp decrease in venereal disease in Russia during the past seven years was reported at the recent fourth Soviet Union Congress on Skin and Venereal Disease, says the Moscow correspondent of the *Journal* of the American Medical Association. The congress discussed measures for achieving the conquest of syphilis in villages and national districts where lack of elementary sanitary and medical measures formerly made the infection general, and for complete eradication of congenital syphilis. In all medical colleges special departments to study gonorrhea will be established. During 1937-38 all gynecologists are to attend special courses to keep abreast of recent developments in the treatment of venereal diseases.

TB in the CCC—In three and one-half years of CCC camps operation 1.11 per 1,000 men or 1088 in all were reported by camp surgeons as having tuberculosis. These low figures were not accepted without question by the Surgeon-General of the Army as "opportunities of the camp surgeons for observation and examination were limited." At Camp Dix, N. J., where during the fall of 1935 applicants for enrollment were given routine X-ray examination, 73 cases per 1000 white men and 55 per 1000 colored were found. About three-fourths of the cases were classified as inactive and the rest definitely active or suspect.

Line of March—A special survey of all the births in Denver, Colo., over a twelve-month period has been made by the Bureau of Research of the University of Denver, cooperating with the Denver Public Health Council and the Visiting Nurse Association. A social and medical history of each case was obtained. The data are being analyzed under a grant from the Milbank Memorial Fund, and with the assistance of the fund's technical staff. Collaborating in the work are Dorothy G. Wiehl of the fund; Dorothy Watkins Conrad, formerly of the Denver Visiting Nurse Association and Dr. A. D. H. Kaplan, director of social studies of the university. . . . At the request of the New York Association for Improving the Condition of the Poor, Jean Downes of the Milbank Memorial Fund will advise on the scientific aspects of a study and evaluation of results of a special tuberculosis control program in the Mulberry Health Center district, New York City. . . . The American Medical Association and the United States Public Health Service have joined forces to produce a talking motion picture "clinic" on syphilis. Copies will be made available to state and county medical societies, hospital conferences and other assemblages. . . . A new Michigan law requires both applicants for a marriage license to present health certificates signed by competent physicians.

Against Crime

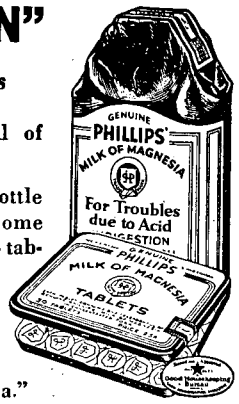
THE population of federal penal and correctional institutions is this year at an all-time high. About 16,000 men are confined in institutions and nearly 25,000 more are under probation.

What and Where—Of all offenses known to the police during 1936, 95.1 percent were crimes against property; 4.9 percent were crimes against the person. The compilation of statistics published by the Department of Justice as Uniform Crime Reports for the United States and Its Possessions indicates that

YOU CAN BE SURE OF THE BEST

If You Have "ACID INDIGESTION"

Alkalize Your Stomach This Way in Few Minutes



YOU can relieve even the most annoying symptoms of acid stomach in almost as little time, now, as it takes to tell.

The answer is quick and simple: You *alkalize* your *stomach* almost instantly this way:

Take—two teaspoonfuls of Phillips' Milk of Magnesia 30 minutes after meals. Or, take two Phillips' Milk of Magnesia Tablets, each of which contains the equivalent of a teaspoonful of the liquid form.

Try this method. Get a bottle of the liquid Phillips' for home use. A box of the Phillips' tablets that you can carry with you in pocket or purse—only 25¢ for a big box. Watch out that any you accept is clearly labeled "*Phillips'* Milk of Magnesia."

PHILLIPS' *MILK OF MAGNESIA*

MERCUROCHROME, H. W. & D.

(Dibrom-oxymercuri-fluorescein-sodium)

ACCEPTED AMERICAN MEDICAL ASSN. Council on Pharmacy and Chemistry

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

MERCUROCHROME, H. W. & D.

Literature on Request

HYNSON, WESTCOTT & DUNNING, INC.

Baltimore, Md.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

for most types of offenses New England has the lowest rate of any section of the country. The highest murder rate for any state is that of Georgia; the lowest, New Hampshire. Arizona has the highest rate for rape, with South Dakota and Michigan close behind; Rhode Island has the lowest. Robbery runs highest in Tennessee and Illinois; lowest in New Hampshire. Burglary is highest in Florida and Georgia and lowest in Vermont and Wisconsin. Automobile theft is highest in Arizona, lowest in New Hampshire.

England Learns — "The more humane prison administration has become the lower has become the number of habitual criminals," said Sir Samuel Hoare, English Home Secretary, to the House of Commons. The facts, he added, are convincing. Twenty-five years ago there were fifty-six local prisons in England with an average population of 20,000; today there are twenty-six prisons with a population of about 10,000, and this in spite of a great increase in population and the social disruption consequent to the war and its aftermath.

New reforms which Sir Samuel proposes are based on results of experiments in the "model" prison at Wakefield. Here it has been demonstrated effectively that prisoners respond and develop better if from the first they are given certain privileges hitherto reserved for "good behavior." The possibility of losing privileges by bad behavior is more effective than the possibility of earning them by good behavior. The training school for wardens, first tried at Wakefield, is to be extended, also the system of paying prisoners a small wage for their work and permitting them to spend it as they choose.

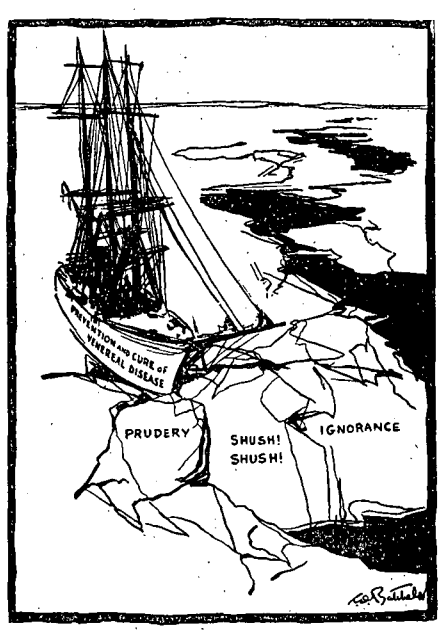
Career Men— The Central Guard School of the New York State Department of Correction has graduated its first class of 240 young "career men" whose special training began last November at Walkill Prison. The men go into $1800 a year jobs under the eight-hour day system for guards, instituted in July. In addressing the graduates Governor Herbert H. Lehman reminded them that they represented a new attempt to reduce crime by "common sense, science and study," and promised that it would be from among them and from succeeding classes that the future wardens and top officials of the state's correctional institutions would be chosen.

Bit by Bit—Week-end sentences for misdemeanants will be tried out in Rochester, N. Y., under the terms of a bill passed by the recent legislature. Sentences up to sixty days of persons convicted of misdemeanors may be served over successive week ends, as many as may be necessary, thus making it possible for the offender to do his time without loss of his job. A similar bill, state-wide in coverage, was vetoed last year by Governor Lehman. The scheme will now be tried out in Rochester.

So What— District Judge Harry D. Landis of Seward, Neb., and his law-student son had themselves incarcerated in the state penitentiary for three weeks recently to get a look at prison and prisoners at close range. The Judge was assigned to work in the kitchen and chair factory, his son to digging and loading clay. They learned that their fellow prisoners were most interested, if their talk was any indication, in crime, in new and sensational "jobs" and in sports.

What Is Needed— Four important modifications in Pennsylvania's penal system are necessary to make effective the present theory of penal treatment in institutions and on parole, said John D. Pennington to Governor Earle as he prepared to retire as state secretary of welfare. The modifications are: centralized control of state owned penal institutions; coordination of prison and parole services; a central classification system within the Department of Welfare, and the establishment of a merit system and training school. "An effective parole system," said Mr. Pennington, "should begin its activities not at the moment of release on parole but from the moment of sentence and incarceration."

States Act—During the past open season for legislatures nearly thirty states approved one or more of the four uniform bills drafted by the Interstate Commission on Crime. These bills cover the pursuit of criminals across state borders, the extradition of criminals, the removal of out of state witnesses and the reciprocal supervision of paroled persons. Three states, Oklahoma, New Mexico and Georgia made kidnapping a capital offense, and three others, South Carolina, Connecticut and Colorado, made it a capital offense if the victim is harmed.



The Ice Pack Breaks Up

The official Social Hygiene Day poster used for publicity purposes both before and after that special occasion. Made from a cartoon by C. D. Batchelor of the *New York Daily News*.

Juveniles— The national survey of juvenile institutions, discussed for some time by The Osborne Association, Inc., 114 East 30 Street, New York, is finally under way, directed by F. Lovell Bixby, recently with the U. S. Bureau of Prisons. He will be assisted by an advisory committee of specialists in child welfare and juvenile delinquency. The study will proceed by groups of states, with the reports published as rapidly as they are completed.

On account of the decrease in the number of girls committed to institutions by the children's courts of New York, the Council Home for Jewish Girls, maintained in Brooklyn by the local branch of the Council of Jewish Women, has closed its doors. It was established some twenty-three years ago. In 1929 the children's courts of the city committed 882 girls to special institutions of the three religious faiths. In 1936 the number had fallen to 168, of whom only sixteen were Jewish.

The PIRA— Close to two years after it was created by executive order of the President the Prison Industries Reorganization Administration has issued a comprehensive report covering its activities and accomplishments. The administration has been approached by seventeen states and the District of Columbia for surveys and recommendations on their prison systems. In some states its recommendations have been followed by vigorous legislative action; in others they are blocked for lack of understanding and support. In addition to its work directly with the states the PIRA has made a great number of special studies: on legal aspects of prison industries, on industries suitable for prisons, on probation and parole systems and on educational work in prisons. The whole experience of the PIRA indicates, it says, a great need of disinterested advice and leadership in the prison field and willingness on the part of the states to accept leadership from an appropriate federal authority.

Wise Veto—The veto by Governor Horner of Illinois of the Ward-Snackenburg bill, requiring trial judges to set minimum and maximum terms in statutory and indeterminate sentences, is hailed by penologists and civic and social organizations as having "saved Illinois from a backward step." The measure practically would have destroyed the parole

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

system. The bill, with powerful political backing, had the "inflexible opposition" of the Chicago Crime Commission and a great number of other influential bodies as well as of individuals. In his veto message, recommended as a "state paper" by Graham Taylor, Governor Horner reviewed ably the problems inherent in effective administration of parole and expressed himself as ". . . opposed to the repeal of the parole system piecemeal or in toto. Notwithstanding the hue and cry of the moment it has proved its worth throughout the nation."

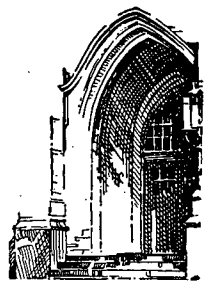
While thoughtful Illinoisans rejoiced at the governor's veto of the bill which represented a backward step, they deplored the defeat in the state senate of the Adamowski bill which represented a forward step. This bill, passed by a large majority in the house, provided for a non-political, full-time, paid parole board with staggered terms of fourteen years.

Professional

A RETIREMENT plan for all employes of the New York State Charities Aid Association went into effect in July, by arrangement with the Teachers Insurance and Annuity Association of America. Participation is compulsory for all employes thirty-five or more years of age who have been employed by the Association two years or more. Each employe contributes 5 percent of his salary toward an annuity, with an equal contribution made by the Association which also is making a substantial contribution at the outset in recognition of previous services of employes. Retirement age is fixed at sixty-five. In its practical workings an employe, retiring at sixty-five after thirty years service, will receive a life annuity of approximately 40 percent of his salary.

A general review of accumulated experience in retirement planning in private social agencies will be found in the June issue of *The Compass,* organ of the American Association of Social Workers, 130 East 22 Street, New York. The review is by Helen I. Fisk, statistician of the New York Charity Organization Society.

Social Group Work Department



Fall Semester begins Sept. 29th

Temple University through the Teachers College now offers a two-year graduate course in the field of

SOCIAL GROUP WORK

Designed to prepare for work in such organizations as

Social Settlements
Y.M. & Y.W.C.A.
Y.M. & Y.W.H.A.
Church Social Centers
Scouts, Camp Fire, Pioneer Youth
Community Centers
Governmental Leisure Time Programs

Catalog on request

TEMPLE UNIVERSITY

Broad Street & Montgomery Avenue PHILADELPHIA, PA.

UNIVERSITY OF MICHIGAN

Horace H. Rackham

School of Graduate Studies

Curriculum in Social Work

Two year course leading to the degree of Master of Social Work. Open only to college graduates with background in the Social Sciences. Registration, fall semester, September 23-25, 1937.

For further information address:

GRADUATE SCHOOL OF SOCIAL WORK

40 East Ferry Street Detroit, Mich.

Nurses Win—July 1 was a bonfire day for employes of New York's municipal hospitals, for on that date the long fought for eight-hour day for nurses, attendants and household help, became effective. Exempt from the order, which involved a budget increase of $1,500,000, were administrative officers, physicians and superintendents of nurses. The nurses, several hundred strong, celebrated the victory with a seven-o'clock breakfast at the Tavern on the Green, in Central Park, with Mayor LaGuardia as the chief congratulator.

The eight-hour day means the addition to the payroll of the city Department of Hospitals of 1281 graduate nurses, 349 attendants or nurses' aides and 1163 persons in other categories. The WPA supplied 151 applications for the new nursing jobs; the National Reemployment Service, 130. In its efforts to recruit the new nursing personnel the department communicated with 1400 schools of nursing throughout the country, advertised in all nursing publications and sent speakers to all sorts of meetings of nurses.

Coming Events—The American Public Health Association is deep in preparation for its annual meeting, "the assembly of the nation's health authorities," to be held in New York, October 5-8. The opening general session will find Surgeon General Thomas Parran, Mayor LaGuardia, Governor Herbert H. Lehman and Dr. Livingston Farrand on the platform. Special sessions on mental hygiene, the hygiene of housing and the advance of public health, are on the program, as well as a great number of inspection trips to official and non-official health agencies. The American Association of School Physicians and the National Organization for Public Health Nursing will join in a series of scientific sessions. An intensive three day institute on public health education, directed by Prof. Ira V.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Hiscock of Yale University, will precede the meeting.

Plans are making under the aegis of the National Health Council for an international health congress to be held during the New York World's Fair in 1939. The last congress of the kind was held in Atlantic City in 1926. Plans for 1939 are being developed by the Council in collaboration with the World's Fair Advisory Committee on Medicine and Public Health, headed by Dr. Louis I. Dublin.

The American Hospital Association is planning as a feature of its annual meeting in Atlantic City, September 13-17, a "court" to try the case of "Disturbing Conditions vs. Correct Procedure." A panel of "jurors," experts on various phases of maintainance, will decide cases brought before them by means of a question box in which "plaintiffs" may file their charges.

People and Things

PERSONNEL news of the month in this department's bailiwick, is the appointment of Charlotte E. Carr of New York as head resident of Hull-House, Chicago, a post held in the interval since Jane Addams' death by Mrs. Kenneth Rich as a volunteer. Miss Carr's resignation as director of the New York City Emergency Relief Bureau became effective on August 1. She will assume her new post on October 1. Miss Carr has been in the forefront of social and industrial work ever since she was graduated from Vassar in 1915. She was for a number of years associated with Frances Perkins in the New York State Labor Department and was secretary of labor and industry of the state of Pennsylvania during the administration of Governor Pinchot. She entered the New York relief administration in one of its stormiest periods, following an aldermanic investigation. In spite of heavy pressures from all sides she consistently has stood her ground to maintain relief standards in the city and to keep relief administration free from politics. During the past year she has affected almost a complete reorganization of the ERB in preparation for the transfer of its functions later in the year to the Department of Public Welfare.

G. Maillard Kesslere
CHARLOTTE CARR

New Jobs for Old—The Russell Sage Foundation has elected Lawson Purdy as its president, thus filling a chair vacant since the death of Robert W. de Forest. Mr. Purdy has been for several years vice-president and treasurer, dual responsibilities to which Morris Hadley now succeeds.

Paul Webbink, for more than a year on the staff of the committee on social security of the Social Science Research Council, has been made director of the committee, succeeding J. Frederic Dewhurst, resigned.

Josephine C. Brown, who from the beginning, has been associated with the administration of WPA and its forerunner, FERA, has resigned and is taking a long rest abroad. On her return she will wind up some WPA studies in which she was greatly interested and after that perhaps rest some more.

New Editor—*Social Work Today* has added to its staff a full-time managing editor, Frank C. Bancroft, recently with the U. S. Employment Service at Cincinnati. Mr. Bancroft, who has contributed articles to *Social Work Today* and to *The Survey,* has had a wide experience in social and religious work and tried his hand at journalism for six months as editor of *The People's Voice,* a Democratic newspaper in Cincinnati.

Distinguished Exile—Newspaper reports from abroad confirm the rumor, current for some weeks, that Alice Salomon, dean of German social workers, has been expelled from her native country. Miss Salomon was in the United States last winter lecturing under the auspices of the American Association of Schools of Social Work. Some three months after her return to Germany she was subjected to rigorous official examination, the upshot being that she was obliged to leave Germany within three weeks, for the ostensible reason that she had overstayed her time in the United States. She is now with friends in England but expects to come here in the fall.

Alice Salomon has been an international figure in social work for many years. Her writings include some twenty volumes on sociological subjects. She organized the first school of social work in Germany and was its director until 1925. Under both the empire and the republic she was paid high official honors for her work in public health, her studies of women and children in industry and her leadership in progressive social work.

At the Colleges—The Smith College School of Social Work has a galaxy of social work stars as lecturers for its summer session. The course, specialized psychiatric social work, requires two winters of field work and three sessions of the summer school. Visiting lecturers during the current session include, Grace Marcus of the New York COS, Abraham Epstein of the American Association for Social Security, Florence Day of the Family Welfare Association of America, Dorothy C. Kahn of the Philadelphia County Relief Board, Frederick Allen of the All Philadelphia Child Guidance Clinic and Irene Liggett of the Pennsylvania Children's Aid.

A new department of social welfare has been created at the University of Utah, Salt Lake City, to provide professional training in social case work. Present plans call for a two-year course which may be taken by senior students. Arthur L. Beeley, since 1927 professor of sociology at the university, is in charge.

The much regretted retirement of William H. Kilpatrick from the chair of philosophy of education at Teachers College, Columbia University, is not by any means a retirement from teaching. Professor Kilpatrick will be at Northwestern University, Evanston, Ill. this fall, teaching the philosophy of education.

The School of Social Work at the University of Buffalo, lately accepted as a member of the American Association of Schools of Social Work, has a new member of its faculty in Clarence M. Pierce, assistant professor of public welfare and public administration. . . . The University of Chicago has reclaimed Leonard D. White, professor of political science, who for the past three years has been on leave of absence as a member of the federal civil service commission.

In Memory—A scholarship loan fund of $10,000 is being raised as a memorial to James E. Tunnell, Jr., George O. Milliken and Carlos di Dio, members of the staff of the Denver City Welfare Bureau who were killed last winter while on duty. The fund will be given to the University of Denver School of Social Work. Contributions are being received by Leo E. Steinhardt, International Trust Company, Seventeenth and California Street, Denver.

Friends of the late George B. Neumann and Stephen C. Clement, long active in social and civic affairs in Buffalo, are raising a fund to establish as a memorial to them an annual Neumann-Clement Day with distinguished speakers at public gatherings. Prof. Niles Carpenter of the University of Buffalo and Paul L. Benjamin of the Council of Social Agencies are among the trustees.

Honors—In dedicating the new Lillian D. Wald Playground in the heart of New York's east side, Mayor LaGuardia said, "The city could pay no tribute that she would appreciate more than something living, something useful, something that the children of the neighborhood could enjoy." The Lillian D. Wald Playground, which includes a pool and many other modern facilities, is only two blocks from Henry Street Settlement. Miss Wald was unable to leave her home in Westport, Conn., for the ceremonies opening the playground but listened on the radio.

The twenty-third Spingarn medal for distinguished achievement by an American Negro has been awarded to Walter White, secretary of the National Associa-

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

tion for the Advancement of Colored People. The citation, prepared by a committee headed by Oswald Garrison Villard, mentioned particularly Mr. White's "tact, skill and persuasiveness" in connection with federal anti-lynching legislation.

All the neighbors for blocks around descended on the Jewish Day Nursery and Neighborhood House in Newark, N. J. one June Sunday to celebrate the completion of Josephine Miller's twenty-fifth year as headworker. A luncheon by the trustees and a surprise party by the Mothers' Club were added events in the celebration.

The Strittmatter Award of the Philadelphia County Medical Society went this year to Dr. William G. Turnbull, since 1928 superintendent of the Philadelphia General Hospital, as the physician who "has made the most valuable contribution to the healing art."

Public Service—New state commissioner of social welfare in Florida, succeeding Conrad Van Hyning, is Clayton C. Codrington, newspaper publisher of Lake City. Mr. Codrington was chairman of the state Democratic Campaign Committee in 1936 and managed Governor Cone's successful gubernatorial campaign last fall. Appointed postmaster at Lake City last February he resigned to accept his present post.

T. E. Whitaker has been appointed commissioner of labor in Georgia, a new position created by the last legislature. Mr. Whitaker, a union man with long experience in labor relations, will have administrative direction of the Workmen's Compensation Board, unemployment compensation, the state employment service, and general supervision of factory inspection and conciliation. . . . Paul Sifton, a newspaper man who came into the New York State Department of Labor several years ago by way of civil service, has been appointed deputy industrial commissioner.

Only a year ago the Social Work Publicity Council was running up the flag for a new executive secretary, Edna T. Kerr of New Jersey. Now it is reluctantly pulling it down again. Mrs. Kerr has "gone public," her new job being field examiner attached to the New York regional office of the National Labor Relations Board.

James L. Houghteling, formerly an executive of the *Chicago Daily News*, has been appointed U.S. Commissioner of Emigration succeeding the late Col. Daniel W. MacCormack.

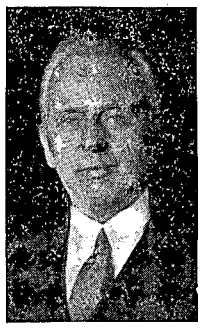
M.D.s and R.N.s—New executive secretary of the Illinois State Nurses Association is Madeleine McConnell, recently instructor at the Yale School of Nursing and with a long record of professional and educational experience going back to her graduation from St. Luke's Hospital School of Nursing, Chicago. . . . Lucy H. Beal of the Memorial Hospital, Syracuse, N. Y. is the new principal of the school and director of nursing at Peter Bent Brigham Hospital, Boston, succeeding Carrie M. Hall.

Dr. Edwin B. Godfrey of San Bernardino, Calif., has been appointed state health officer of New Mexico, succeeding Dr. John Rosslyn Earp who has been stepped up to state director of health. . . . New director of Roosevelt Hospital, New York, is Dr. Joe R. Clemmons, recently assistant director at Strong Memorial Hospital, Rochester.

The U. S. Children's Bureau has recently lost Dr. Albert McCown, director of its maternal and child health division, who, under a Rockefeller Foundation fellowship, is engaging in advanced study in public health at Johns Hopkins. Promoted to his post at the bureau is Dr. Edwin F. Dailey who has been assistant director for the past year.

Effie June Taylor, dean of the Yale University School of Nursing, was elected president of the International Congress of Nurses at its meeting last month in London.

Earned Leisure—The latest addition to the small and honorable company of Russell Sage Foundation alumni is Lee F. Hanmer who last month retired from the staff after an association which began in 1907, the year the foundation was incorporated. Mr. Hanmer joined the RSF by way of its Playground Extension Committee from which developed by slow stages its Department of Recreation formed in 1912 with Mr. Hanmer as its director. Practically every important movement in the field of recreation has at one stage or another of its growth been helped or steered by Mr. Hanmer's department. He leaves his desk for his farm, Merrylea in Gardiner, N. Y.—which, to anyone brought up on a farm, does not sound like a life of leisure.



Kaiden-Keystone

LEE HANMER

After thirty-five years in social work, the last sixteen of them as executive director of the Pittsburgh Federation of Jewish Philanthropies, Ludwig B. Bernstein is retiring. Board and staff gave him a fine send-off in the form of a dinner, complete with speeches and gifts. Mr. Bernstein is spending the rest of the year abroad. On his return he will resume teaching at the University of Pittsburgh.

The Clergy—The Rev. Walter Andrew Foery, director of Catholic Charities of the Diocese of Rochester, N. Y., and vice president of the Rochester Council of Social Agencies, has been named Bishop of Syracuse, his consecration to take place in August. . . . The Rev. Larry T. Hosie has left the pastorate of the Judson Memorial Baptist Church, New York, to accept appointment as industrial secretary of the Fellowship of Reconciliation, succeeding A. J. Muste. . . . New executive of the St. Louis Metropolitan Church Federation, now reorganizing its program of cooperation on a district basis, is the Rev. Clark Walter Cummings, recently of Springfield, Ill. . . . After five years with the Maryland and Delaware Council of Churches the Rev. W. Ross Sanderson will go to Buffalo in September as executive of the Council of Churches.

Deaths

ETHEL C. TAYLOR, on the faculty of the New York School of Social Work since 1930, suddenly, in mid-July, at her family home in Newark, N. J. Only two days before her death Miss Taylor had met her classes at the school where she was carrying a full schedule of work. Only a week before she had accepted executive responsibility for the social workers' committee to aid Spanish refugee children, this in the absence of the committee's officers during the summer months. Miss Taylor had broad interests and deep concern with human relations. Though questions of health had compelled her of late to plan her activities carefully and to concentrate her energy where it was most important, her vital interest in life and work and her great courage kept her from any sense of limitation.

Before joining the faculty of the New York School Miss Taylor was successively with Intercollegiate Bureau of Occupations, the Westchester County, N. Y. Department of Child Welfare, the Children's Bureau, the Philadelphia Children's Bureau, the pediatrics section of the Associated Out-Patient Clinics, the Child Welfare League of America and the New York Charity Organization Society. She was a graduate of Goucher College and had recently received her M.A. from Columbia University. She never ceased to be a student and was always a real teacher. The work of her students, whether they had her guidance in the classroom or in the field, is the extension of her life. L. A. Q.

THOMAS HANCOCK NUNN, one of the founders of Toynbee House, London, credited with the initiation and promotion of "more reforms than can be attributed to any other voluntary social worker" in England.

THE REV. GEORGE F. CLOVER, since 1900 the superintendent of St. Luke's Hospital, New York.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

THE PAMPHLET SHELF

Professional

CIVIL SERVICE TESTING FOR SOCIAL WORK POSITIONS, by Lewis Meriam. The Civil Service Assembly of the U.S. and Canada. 850 East 58 Street, Chicago. 6 pp. Price 25 cents.

A condensation of the author's paper at the National Conference of Social Work in which he appraises the usefulness of various devices revealing evidence of skill.

PRACTICAL METHODS FOR IDENTIFYING PUBLIC OPINION, by Harwood L. Childs. Price 25 cents from the Social Work Publicity Council, 130 East 22 Street, New York City.

A discussion of the developing science of identifying public opinion, as a means by which social work publicity may avoid "talking to itself."

PLAY STREETS AND THEIR USE FOR RECREATIONAL PROGRAMS, by Edward V. Norton. A. S. Barnes and Co. New York 1937. Price $1 postpaid of *The Survey*.

A description of the activities of the children and the socializing effect of organized and supervised street play.

SOCIAL GROUP WORK, by Neva L. Boyd. Division of Social Work of the University College, Northwestern University, Chicago. 12 pp. Price 20 cents, less in quantity.

Described by the author as "a definition with a methodological note."

SELECTED LIST OF PUBLICATIONS. Issued by the Social Security Board. Washington, D. C. Information Service, Louis Resnick, director. Publication No. 12. Free.

Concerning Children

STATE ADMINISTRATION OF CHILD WELFARE IN ILLINOIS, by Elizabeth Hayward Milchrist. The University of Chicago Press. 130 pp. Price 75 cents.

A compact, well documented record of Illinois' gradual extension of concern for the welfare of children.

THE ILLEGITIMATE CHILD IN ILLINOIS, by Dorothy Frances Puttee and Mary Ruth Colby. Edited by Sophonisba P. Breckenridge. The University of Chicago Press. 250 pp. Price $1.25.

Although the field work for this study was done some years ago, the situation it records is apparently little changed. The law and its interpretation are brought down to date.

THE CHILDREN'S BUREAU: YESTERDAY, TODAY AND TOMORROW. Published by the U.S. Children's Bureau. 57 pp. Price 10 cents from the Superintendent of Documents, Washington, D. C.

The story of the Children's Bureau, entertainly written and attractively illustrated, with a list of members of various advisory committees and of representative publications.

CHILD MANAGEMENT, by D. A. Thom, M.D. Children's Bureau Publication, No. 143. 107 pp. Price 10 cents from the Superintendent of Documents, Washington, D. C.

The revision of an earlier publication which has had a large circulation among parents, teachers, nurses and study groups.

MEETING THE CHALLENGE OF THE EXCEPTIONAL CHILD. 63 pp. Single copies on request from Child Research Clinic, The Woods School, Langhorne, Pa.

Proceedings of the second conference on education and the exceptional child held under the auspices of the Child Research Clinic of The Woods Schools. Includes papers by Judge Theodore Rosen, Dr. Elton Mayo, Dr. Cecile White Flemming, Rose N. Alschuler, David Segal and others.

Against Crime

CRIME TREATMENT IN NEW JERSEY, 1668-1934, by Emil Frankel. Reprint from the Journal of Criminal Law and Criminology. 18 pp. From the author, Department of Institutions and Agencies, Trenton, N. J.

JUVENILE COURT STATISTICS, 1934 AND FEDERAL JUVENILE OFFENDERS, 1935. U.S. Children's Bureau Publication No. 235. 106 pp. Price 15 cents from the Superintendent of Documents, Washington, D. C.

JUVENILE COURT STANDARDS. U.S. Children's Bureau Publication No. 121. 10 pp. Price 10 cents from the Superintendent of Documents, Washington, D. C.

The report of a committee appointed in 1921, reprinted as the result of a conference under the auspices of the Children's Bureau and the National Probation Association.

THE STATE AND CRIME PREVENTION, by E. R. Cass. Published by the Prison Association of New York, 135 East 15 Street, New York City. Free.

Address given before the last meeting of the New York State Conference on Social Work.

PROCEDURES FOR DEALING WITH WAYWARD MINORS IN NEW YORK CITY, by Anna M. Kross prepared with the aid of WPA for the City of New York.

A thorough going-over of the past, present and hoped-for future of methods of procedure in handling child offenders by a city magistrate.

People

THE PEOPLE OF THE DROUGHT STATES, prepared by Conrad Taeuber, Carl C. Taylor and others for the division of social research, Works Progress Administration, and other federal agencies. 81 pp.

The second of three bulletins dealing with problems in the areas of intense drought distress. It traces the uncontrolled settlement of the area, the movement of people within and out of it and their attempts to adjust to the natural resources it held. There is little evidence that the movement out of the area is correcting the difficulties occasioned by its rapid occupation or that the errors of original settlement will not be repeated.

AND THEY WENT FORTH, by William Thomson Hanzsche, published by the Board of Foreign Missions of the Presbyterian Church in the U.S.A. 156 Fifth Avenue, New York. Six booklets on Pioneering, Preaching, Teaching, Healing, Reaping and Tomorrow. Price $1 for the series, single copies 20 cents.

These booklets, beautifully styled, celebrate a century of mission work by the Presbyterian Church all over the world.

QUANTITY AND COST BUDGETS FOR: FAMILY OF AN EXECUTIVE, FAMILY OF A CLERK, FAMILY OF A WAGE EARNER AND DEPENDENT FAMILIES OR CHILDREN, by the Heller Committee in Social Economics, University of California, Berkeley, Calif. February 1937. Price 40 cents from the committee.

The purpose of these budgets is to "present an estimate of the cost of living at the various income levels at a particular date and locality, and to measure the changes in the cost of living from year to year."

THE LIGHT OF HOPE, by Josephine W. Johnson. Written after observing the everyday life of the Barnard Free Skin and Cancer Hospital of St. Louis, Mo.

Josephine Johnson, Pulitzer Prize novelist, describing in four sensitive sketches the tragedies of human suffering from mortal disease and of hospital waiting lists.

Concerning Health

PUBLIC WELFARE AND MEDICAL CARE. American Public Welfare Association, 850 East 58 Street, Chicago. Price 40 cents.

Two notable papers given at an APWA meeting at the National Conference of Social Work by Dr. Harvey Agnew of the Canadian Medical Association and Dr. Claude Worrell Munger, president of the American Hospital Association. Included is discussion by Dr. Ellen C. Potter of New Jersey and Joseph L. Moss of Chicago.

HOSPITAL SERVICE IN THE UNITED STATES. The 1936 Census of Hospitals. Hospitals registered by the American Medical Association. Reprinted from the March 1937 number of the *Journal of the American Medical Association*. Price 50 cents from The Council on Medical Education and Hospitals of the American Medical Association, 535 North Dearborn Street, Chicago.

THE CONCEPT OF SOCIAL MEDICINE, by Gertrude Kroeger. Introduction by Michael M. Davis. The Julius Rosenwald Fund. Chicago 1937.

Dr. Kroeger of the University of Berlin has analyzed the thought of German physician-scientists on the relationship which social, technological and cultural factors have on disease and medicine.

JOURNAL OF SOCIAL HYGIENE. A special number on the Conference on Venereal Disease Control Work. January 1937. Published by the American Social Hygiene Association, 50 West 50 Street, New York. Price 35 cents from the association.

RELATION OF PUBLIC WELFARE TO MEDICAL CARE AND INSTITUTIONS. A summary of discussions on the subject at the first annual round table conference in Washington, D. C. December 1936. American Public Welfare Association, 850 East 58 Street, Chicago. Price 30 cents.

Views on the economical and efficient administration of social security and medicine.

Various and Sundry

STREET BEGGING IN ST. LOUIS. 50 pp. NON-FAMILY BOYS ON RELIEF. 36 pp. Both published by the Bureau for Homeless Men, St. Louis Mo.

A pair of studies, which, though local in coverage, hold many implications for other cities concerned with these two vexing problems.

CHURCH AND STATE, by Ryllis Alexander Goslin. Foreign Policy Association, 8 West 40 Street, New York. 46 pp. Price 25 cents.

Tenth in the FPA series of Headline Books. After discussing the turmoil and confusion that the war loosed on the world Mrs. Goslin reviews, with her accustomed economy of words and clarity of expression, the relation of church and state in Russia, Germany, Italy, Mexico, and the United States, with a brief commentary on revolution and the church in Spain.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Readers Write

Points of Strategy

TO THE EDITOR: The chief reason for our failure to get state-wide merit systems lies, I believe, in the fact that we have tried, in the main, to get them through ordinary political channels. Such efforts have been vain and will remain vain, I fear, until our efforts are backed by an organization of public opinion.

If we cannot look to our political parties for the enactment of a civil service measure, what is the remedy? It lies, I believe, in the organization of non-partisan bodies of citizens, bringing into association all possible civic and progressive organizations to form a united pressure on the legislators. But there is one matter which must be considered carefully at the outset. If a bill is to pass and to remain on the statute books it must be so drawn that it does not give an undue advantage to the party that happens to be in power. A bill should require all present job holders to take the same examination under the same conditions as new candidates. A bill will not gain general public support if it can be interpreted as attempting to make irremovable all persons then holding positions irrespective of their fitness and qualifications.

Should the first bill apply to all departments of the state government? This is a matter of strategy. It must occur to us that some governmental work is more truly political than others and that the work of caring for the fatherless children, the aged, the blind, the sick, the mentally diseased, the feeble-minded and the delinquent should never in any sense be considered as political. I submit that a proposal to apply civil service to the department of welfare will win more ready support and arouse less opposition than a proposal to apply it to the department of highways. So it would appear to be more feasible to seek a beginning in one or two departments such as welfare and public instruction than to endeavor to enact a general civil service law.

PAUL N. SCHAEFFER
President, Pennsylvania Conference on Social Work, Reading, Pa.

Back and Forth in Jersey

TO THE EDITOR: A letter from the executive secretary of the Long Branch, N. J. Public Welfare Society in your department Readers Write in the June issue of *The Survey* gives an inaccurate picture of public assistance in Monmouth County, N. J.

There is difficulty in reconciling the statement that "the local overseer (Long Branch, N. J.) allows $27.30 for a dependent single person" with the records of the New Jersey Financial Assistance Commission which makes grants in aid to the local communities. According to the report of that commission for April, 1937, grants by the overseer in Long Branch averaged $18.75 per family or $4.51 per person, and $12.35 per dependent single person.

Statements that in Monmouth County "really deserving old people are getting average old age allowances of $16.38 monthly in winter, and around $13 monthly in summer" and that "even the average of $16.38 monthly does not represent the situation fairly as the majority of these old people are existing on $12 to $14 monthly, with no other sources of income or supplementary aid" are erroneous as is shown by the following.

In April, 1937, slightly more than 45 percent of total old age assistance clients in Monmouth County were receiving monthly payments of $20 or more. Another 40 percent were receiving from $15 to $19. More than 70 percent of the county's aged clients live with legally responsible relatives. The majority of the latter receive only supplemental contributions from the public assistance funds to aid sons and daughters, who are primarily responsible, and who are in many cases able to furnish basic support in the form of cash, shelter, food, or some combination of these.

When the statement is made that aged persons under the care of the welfare board in Monmouth County "are compelled to pick up coal along railroad tracks" and "to beg for cast-off clothing" to supplement grants, and the question is asked "What can be done about it?" we should like to give assurance that the County Welfare Board will be eager to have the facts in any and all such cases presented to it.

Failing satisfaction there, your correspondent or any other interested person will make valuable contribution to improvement of the service to aged persons in this state if the circumstances are referred for review to the State Division, as provided in Chapter 31, Public Laws of 1936, the New Jersey Old Age Assistance Act.

MARC P. DOWDELL
Director, Division of Old Age Assistance, Department of Institutions and Agencies Trenton, N. J.

TO THE EDITOR: Thank you for giving me the opportunity to reply to Mr. Dowdell's challenge of my earlier letter.

At the monthly meeting of the Monmouth County Welfare Board on November 10, 1936, at which Mr. Dowdell and I were guests, the county director of the Old Age Assistance Bureau, said: "The average old age allowance in Monmouth County is $16.38 in winter, and around $13 in summer," and added that other counties in the state have even lower averages. These figures were discussed with no question raised by Mr. Dowdell. Since they were furnished by the county official who authorizes issuance of county OAA checks, they must be accepted as correct.

Monthly averages of old age assistance allowances and municipal relief grants are not comparable since they relate to basically different categories and to agencies whose relief practices are dissimilar. The overseer, for example, has many clients who receive one or two relief orders per month, while OAA is always granted for the entire month. He has, too, many clients whose substandard earnings he supplements with clothing, milk, food, or some other form of relief. Both of these classes of municipal relief reduce unduly the overseer's monthly average as compared to OAA.

However, the overseer's monthly average of $12.35 per single person for April, 1937, compares favorably with the SERA average of $10.71 for the same category, in April, 1935.

The one relief practice which the overseer and the OAA Bureau might have in common, is a fair standard budget. As pointed out in my earlier letter the local overseer does have a standard budget of $27.30 for a single person, which he uses as a base for estimating relief. The OAA has no standard budget.

Last April, we made a survey of fifty-five unselected OAA cases, to whom allowances recently had been granted. We found that forty-two received $20 or less monthly; twelve received between $20 and $23, and one received $26, the highest allowance made. Of the fifty-five, only three were living with relatives, and all were paying board out of their meager stipends. Not one of them was living with "legally responsible relatives . . . able to furnish basic support."

Requests for increases have not been particularly productive. For example, a man of ninety-two, living alone in his own home, wholly dependent, was granted $14 a month in November, 1932. Despite repeated requests, it was not until October, 1936, that he was increased to $17. In the meantime, his taxes, house repairs, clothing, fuel and so on, had to be supplied by private agencies.

The purpose of laws instituting federal and state old age assistance is to permit the aged to round out their lives with some degree of self-respect. This purpose will not be attained until the administration of old age assistance not only in New Jersey, but in every other state, is made consistent with intelligent and humane relief practices.

LILA B. TERHUNE
Executive Secretary, Long Branch, N. J., Public Welfare Society

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Book Reviews

Truth Adorned

CRIME, CROOKS AND COPS, by August Vollmer and Alfred E. Parker. Funk and Wagnalls. 260 pp. Price $2 postpaid of *The Survey*.

ENOUGH cannot be said in approval of the outstanding work that August Vollmer has done. It has brought distinction to his calling. As police chief in the city of Berkeley, Calif., as instructor in the University of Chicago, as a recognized expert frequently called upon by other cities and as a leader in the International Association of Chiefs of Police, his work has shone like a light in a dark place—and the Lord knows there are plenty of dark places in the police administrations of our American cities.

It is to be regretted that Chief Vollmer did not select for his collaborator in this book one who could do better justice to the material. He has important things to say about the government of police systems in this country, but evidently he decided that more people would read an account embellished with sensational anecdotes than would read his own simple record of achievements. So we have the story of Bluebeard Watson, multiple wife killer, and the bloody bathroom tragedy of Mrs. Lamson worked over again. Neither one of these stories proves much of anything nor adds greatly to the book. The attempt to blame the administration of justice for the results of the Lamson case is indeed quite footless. If ever there was a case where a long drawn out trial was justified, it was this one, where so much evidence existed on both sides.

Chief Vollmer is at his best when he gives to his brother officers the benefits of his practical wisdom gained through long experience. The ambitious chief will glean many helpful hints from these chapters. The analysis of the use of the lie detector successfully operated by Leonarde Keeler and the description of other scientific aids to effective police administration are important.

This reviewer has had the good fortune to visit the remarkable police organization in Berkeley presided over by Chief Vollmer, has seen his crime detection laboratory and knows something of the success that he has had in encompassing his police force with a professional atmosphere. The mystery of it all is that with such an example of successful police administration confronting them, so few of our local police have availed themselves of the scientific devices described in this book. Ever since Fosdick wrote his epoch making books on European and American police systems, a dozen or more years ago, the shortcomings of American local law enforcement bureaus, when contrasted with those in European capitals, have been well known and often remarked. The splendid achievements of the Federal Bureau of Investigation under the leadership of J. Edgar Hoover have done much to make up for this deficiency and are enthusiastically described and approved by Chief Vollmer in one of the later chapters. His brief closing remarks about the importance of the attitude of the public towards the "cops" should be taken to heart by every patriotic American.

This book is simply written—at times it sounds almost like a fourth reader. The scientifically minded person might writhe under such a statement as "Then there is the psychiatric test. It is for the purpose of discovering whether a man has any peculiar mental twists such as the grouch, the crazy individual, the dynamiter, or the agitator." In other instances the critical reader might gain the impression that the illustrative anecdote recounted did not quite prove the point that the author intended it to prove, but in spite of the sugar coating of sensationalism, the student and the everyday citizen will find here something to ponder.

New York SANFORD BATES

Goals for Educators

THE TEACHER AND SOCIETY, 1937 Yearbook of the John Dewey Society, edited by William H. Kilpatrick. Appleton-Century. 360 pp. Price $2.50 postpaid of *The Survey*.

THE NATURE OF A LIBERAL COLLEGE, by Henry M. Wriston. Lawrence College Press. 177 pp. Price $1.75 postpaid of *The Survey*.

EDUCATORS will ask immediately, "Why another organization of educators?" The answer is offered on the jacket of this first yearbook of the John Dewey Society, organized in February 1936. "It was named for John Dewey, not because its founders wished to devote themselves to an exposition of the teachings of America's greatest educator and thinker, but rather because they felt that in his life and work he represents the soundest and most helpful approach to the study of the problems of education. The purpose of the Society is to foster scholarly and scientific investigations of problems pertaining to the place and function of education in relation to society and social change, and to publish the results of such studies."

Nine professors of education from Columbia, Northwestern, University of Iowa and Ohio State University comprise the board of authors and accept joint responsibility for the entire work.

The first twenty-five pages are devoted to careful historical proof that education in America was intended to prepare the population for citizenship in a democracy. The editors then point out that we have missed, almost entirely, the thing at which our forefathers aimed when they set up free schools. Even our so-called "citizenship" courses are hollow and unreal, taught by teachers who themselves may not know how to vote. Children are required to do a certain amount of grubbing between the pasteboard covers of a book, but they learn nothing of how our government is actually run; much less are they encouraged to do any constructive thinking about it.

The authors then proceed to set forth how American education could be made to fulfill its original function—nine chapters dealing with such topics as the economic status of teachers, freedom of the teacher to participate individually in community life, and the need of teachers as a group to become more articulate in forming public opinion.

There is little in the book that we have not heard before, but it is put so cogently, so completely, and with such a close linking of cause and effect that we are made to see these problems more clearly than ever before. It should be widely read and carefully pondered, not only by educators—both administrators and teachers—but by the reading and thinking public, as well.

Henry M. Wriston, retiring president of Lawrence College, Appleton, Wis., sets forth unpretentiously his philosophy of The Nature of a Liberal Arts College. Every page reflects a lustre that can be given only by one whose spirit has glowed with a truly liberal culture. This slender volume is certainly not bitter, not even pessimistic, but the so-called "liberal arts" college of today is revealed as a misnomer, imparting a liberal culture only by accident if at all. Most unfortunate of all, the individuals and institutions that make head-lines in attempting to reform higher education are contriving an even sorrier mess of the whole affair. Dr. Wriston enters many controversial fields in which he will find a vigorous and well-armed opposition; and in other fields, not so controversial, he turns well-laid furrows of careful thinking. DONALD HAYWORTH

University of Akron

Porter Lee Speaking . . .

SOCIAL WORK AS CAUSE AND FUNCTION, by Porter R. Lee. Columbia University Press. 270 pp. Price $2.50 postpaid of *The Survey*.

IN honor of his twenty-five years' association with the New York School of Social Work the faculty of that school has assembled fifteen of Porter Lee's addresses and has published them under the title of his address at San Francisco as President of the National Conference of Social Work in 1929.

In the quarter of a century during which Porter Lee has been identified with social work, and has spoken as its

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

interpreter, his addresses have come to be recognized as unique. He follows the model of no other leader, but develops his thesis in his own manner. Probably his outstanding characteristic is that he is always positive and constructive. One looks in vain for the denunciation and bitter criticism which occupy such a large portion of the writing and speaking of social workers as well as of social reformers. His addresses merit, probably more than those of any other leader in our field, the term irenic. He says of himself, in the last paper in this book, "I am by nature a pacifist and have little faith in the enduring value of results secured by force." We should know his devotion to the methods of peaceful discussion, even though he never had made such a statement.

As a writer, few social workers of our generation are Porter Lee's equal. His sentences flow easily, with an artistry of structure that hides the method. Humor, provocative contrasts, flashes of insight, give him the style of the essayist, rather than that of the public speaker. This is the more remarkable because his personality contributes so much to his conversational charm and the flavor of his addresses that one would expect the printed record to be the loser.

These papers cover a wide range of subjects and of methods. There is his presidential address at San Francisco, in which with philosophic grasp he summed up the dynamic forces contributing to the evolution of social work. There is the noted paper at the Connecticut Conference in which he analyzed treatment technics in terms which have persisted ever since as foci of discussion and development of social case work. There is the analysis of that perennial dilemma of the social worker in the area of ethics: what are his obligations toward social action? Almost every paper is in a different area of social work; but the persistent thread which runs through them all is his concern, yes, his dominant preoccupation with social work as a profession; and more specifically with the technics, or methods of social case work. No one in this field, not even Mary Richmond, clung so tenaciously in all their public utterances to that one theme.

Without obvious dependence on the findings or the concepts of any of the sciences that have contributed to social work, these papers are records of scientific thinking of a fundamental order. The behaviors of actual persons in real situations are almost always the data from which he starts, and to which he refers his hypotheses. It is somewhat curious that being so literally scientific in method, he should never relate his own research to that of others.

As one lays down this book, one is filled with an irrepressible wish that Porter Lee would write more. What is here is so good, it opens up so many new avenues of questions, is so provocative, that one wishes that its author would spend a good deal more time in writing. The reader is at least grateful to the faculty of the New York School for making available this collection of valuable papers.

FRANK J. BRUNO
Washington University, St. Louis, Mo.

Practice Plus Science

SCHOOL HEALTH PROBLEMS, by Laurence B. Chenoweth, M.D. and Theodore K. Selkirk, M.D. Crofts. 387 pp. Price $3 postpaid of *The Survey*.

IN their preface the authors express the "hope that in combining their practical experience as school health workers with a survey of the medical and educational literature, they have evolved a practical, yet scientific book on the subject of school health."

A study of the contents convinces the reader that this hope has been realized in a most satisfactory way. Each of the seventeen chapters is followed by a long and carefully compiled list of references for further reading. The last one, dealing with school health administration, is written by Dr. Richard Arthur Bolt.

The first chapter gives an interesting, though necessarily brief, resumé of the foundation of school health work. Such interesting facts are given as that "Johann Peter Frank (1745-1821) wrote extensively on the subject of school hygiene. . . . Victor Hugo . . . instituted school lunches."

School health problems considered include many types of handicaps, both mental and physical. Two chapters are devoted to the proper methods for ascertaining a child's physical condition. These are followed by advice on preventive and corrective measures. The role of physical education is also emphasized.

In the section dealing with accidents there appears "a general outline of some of the important considerations in the prevention of accidents," which should prove of great value. Interesting accident statistics are furnished by means of graphs and illustrations credited to various sources.

Drs. Chenoweth and Selkirk have done a vast amount of research work and have put their findings into compact form. The table of contents, detailed index and glossary will save time and labor for the reader.

New York BEULAH FRANCE, R.N.

Gentle Art of Lobbying

PRESSURE POLITICS IN NEW YORK, by Belle Zeller. Prentice-Hall. 310 pp. Price $3 postpaid of *The Survey*.

THIS book describes the more important lobbies that exert pressure on government in the State of New York—among them the lobbies of the farming interest, business, labor, and the professions. Concerning one of these lobbies, the State Charities Aid Association, the author says: "Thus, while there are many pressure groups which are, perhaps, more influential than the SCAA, few are so highly esteemed at Albany. Others ask for and secure much more legislation from the state legislature; the SCAA, however, receives much more respect and, in proportion to its activities, can show impressive results."

The eighth chapter, on lobbying techniques, is a veritable symphony of political music. Here the author gives us government and pressure groups as they play against each other and with each other in a process which combines blackmail, feminine cajolery, strikes, and pageantry, with gentle persuasion and true education. Although this chapter, the best in the book, does not establish Miss Zeller as the peer of Beard, Bryce, and Meriam, it does establish her as a most promising junior member of that august company.

New York JOHN S. GAMBS

Psychoanalyst vs. Straw Men

THE NEUROTIC PERSONALITY OF OUR TIME, by Dr. Karen Horney. Norton. 299 pp. Price $3 postpaid of *The Survey*.

IF the author had explained in her foreword that this is a compilation of lectures delivered at the New School for Social Research in New York instead of conveying the implication that it represents an entirely new and original psychoanalytic exposition of the neuroses in our culture, many criticisms likely to be made would have been forestalled.

A reputable, experienced and intuitive psychoanalyst, Dr. Horney is known to many students, colleagues and social workers for her remarkable insight into neurotic defenses and her clear exposition of her views. Her book presents well the effects of various cultural factors in producing neuroses, and gives extremely valuable clinical explanation of a number of baffling neurotic attitudes. Perhaps the latter rather than the former represents the greatest contribution of the book, especially to readers already interested in psychoanalysis.

In her presentation of cultural etiological factors in neuroses, Dr. Horney gives too little credit to other writers both in psychoanalysis and in such allied fields as sociology and anthropology. In combining this viewpoint with her psychoanalytic views she assumes a polemical attitude, implying that Freud and most other analysts disagree with her, an attitude which will undoubtedly be annoying to the many psychoanalysts who share her views from their own experience. Furthermore, many of the controversial points which she brings in—as if she were crusading to save psychoanalysis from itself—are arguments with straw men.

Psychoanalysts might wish that the author had carried her interpretations of neurotic attitudes further, beyond the

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

point of the basic anxiety defended against, into the unconscious content of this anxiety. By failing to do so, and in fact by appearing to treat disdainfully the established facts of infantile psychosexual development and the theories of biologically founded instinctual drives, she gives the false impression that her excellent analysis of ego defenses and attitudes is all of psychoanalysis that is important, to the neglect of the great body of psychoanalytic knowledge of the unconscious tediously built up by Freud and other analysts as well as by her own previous contributions.

However, the positive values of the book, especially insofar as it is an implicit plea for mutual cooperation and interchange of observations among psychoanalysts, sociologists and anthropologists, make it a significant contribution to the understanding of neurotic illness in our present-day culture.

ROBERT P. KNIGHT, M.D.

Topeka, Kan.

Neglected Riches

SUPERIOR CHILDREN: THEIR PHYSIOLOGICAL, PSYCHOLOGICAL AND SOCIAL DEVELOPMENT, by John Edward Bentley. Norton, 331 pp. Price $3 postpaid of *The Survey*.

THE publication of another volume on feebleminded children would merit scant notice—there is already a vast literature on such children. But the publication of a volume on superior children is an event. The literature on gifted children is meagre. Yet gifted children are the nation's most precious resource. The little interest that has been shown in their nature and nurture is a national tragedy.

While Dr. Bentley's volume is not wholly an original contribution to our understanding of gifted children, it is an extraordinarily interesting and able compilation of the scattered literature concerning them. It is particularly valuable for having brought together, and integrated with our knowledge, the growing periodical literature. The last general book dealing with superior children—Leta Hollingworth's Gifted Children: Their Nature and Nurture—was published in 1926. In the intervening years, much has been learned of the characteristics and problems of such children.

Dr. Bentley covers in thorough fashion the problem of the nature of intellectual giftedness, its relationship to talent, and the physical, mental, emotional, and social traits of the gifted. Of particular significance, because so contrary to popular opinion, is his emphasis upon the personal stability and social adaptability of these children. The more original material of the volume, dealing with the goals and methods of education for gifted children and the relationship of their education to the problem of leadership in our democratic society, should prove of the greatest interest both to educators and social workers in a variety of fields.

One cannot but speculate, as one lays down this volume, what the effect upon our national destiny might be of diverting to the education of gifted children an amount equal to that which we spend upon the education of our feebleminded children. One is inclined to believe that when ultimately the history of American democracy is written, the extent to which we have solved the problem of the conservation and utilization of the gifted and talented elements of our population will have much to do with that history.

HARVEY ZORBAUGH

Clinic for the Social Adjustment of the Gifted, New York University

Human Manikins on Parade

THE HUMAN MACHINE, by John Yerbury Dent. Knopf. 294 pp. Price $2.50 postpaid of *The Survey*.

BEHAVIORISM is not the topic for violent conversation that it was half a dozen years ago—but this does not mean that the behavioristic interpretation of man has declined. In truth, the lack of heat when behaviorism is discussed nowadays likely reflects that now it is taken for granted. Dent's book may not have the reception it merits, since the mechanistic description of the conduct of men and women no longer makes headlines.

Following in the steps of Jacques Loeb and John B. Watson, Dent unfolds an easily read account of the evolution and development of man, his reaction to his internal and external environments. He touches briefly upon the genesis of personality quirks, and upon sleep, and hypnotism.

The author has the helpful quality of stating his viewpoints with a touch of tantalizing insolence which makes the reader pull himself up and do some thinking for himself. Christian Science is portrayed as a subtle application of hypnosis; psychoanalysis as too subjective and making a therapeutic mountain out of a sometimes successful molehill. The changing world, he feels, has precipitated individual problems which demand that physicians give more attention to the use of psychology with their patients.

The well read person will find in this book little new information, but it should help clarify thinking. The casual reader will find it interesting. It is much sounder and more stimulating than Dorsey's attempts along similar lines.

Colgate University

DONALD A. LAIRD

Inferiority—Now a Feeling

OUR CHILDREN IN A CHANGING WORLD, Erwin Wexberg, M.D., with Henry E. Fritsch. Macmillan Company, 232 pp. Price $2 postpaid of *The Survey*.

HERE is presented an interesting outline of the approach to child guidance in terms of the theories of Alfred Adler. The material, therefore, contains nothing new. In general and special problems and in theory the inferiority feeling is the sole explanation of all human frailty. It might be noted, however, that the term "inferiority feeling" is used rather than the earlier, "inferiority complex." The regenerative aims of a corrective education are said to be based upon the development of independence, courage, sense of responsibility and a well developed social feeling. No one can quarrel with these goals, although they need have no essential relationship to a sense of inferiority.

New York IRA S. WILE, M.D.

"Bronze Booklets"

ADULT EDUCATION AMONG NEGROES, by Ira De A. Reid. 73 pp. THE NEGRO AND HIS MUSIC, by Alain Locke. 142 pp. NEGRO ART—PAST AND PRESENT, by Alain Locke. 122 pp. A WORLD VIEW OF RACE, by Ralph J. Bunche. 98 pp. Together these compose the First Series of "Bronze Booklets." Associates in Negro Folk Education, Washington, D.C. Price 25 cents each; large discounts for quantity orders. Order direct of publishers.

HITHERTO adult education among Negroes has been too largely self-improvement—nothing more. The movement which expresses itself in these booklets does not permit the reader to forget that his own cultural advance and that of his family are bound up with the emancipation of the social group.

Mr. Reid, now professor of sociology at Atlanta University, shows how much already has been achieved in adapting the general principles of adult folk education to the special needs of Negroes, more particularly in New York and Atlanta. His chief concern, however, is with principles and methods. Of necessity, no program of adult education among Negroes can succeed, he finds, if it does not take as its starting point the particular interests of the group, as such, and appeal to its most mentally alert members. This among Negroes means the race-conscious.

For the same practical reason, Mr. Reid warns against an exclusively intellectual approach and suggests a good deal of reliance, in the early stages, on that moral sense and that artistic creativeness which prevail so widely among American Negroes.

Readers of *The Survey* hardly need to be told that Alain Locke expounds the Negro's contributions to music and the arts in an informing and stimulating way. One may add that he withstands the temptation of claiming too much for the Negro's creative share in world culture.

In recent years there has been rapid growth not only in professional art activity but also in art appreciation among Negroes. As in all truly popular art movements, there is in this a robust tolerance for both tradition and experiment, a tolerance which the noted author of these booklets happily shares.

Each chapter ends with suggestions for further reading and with questions for

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

group discussion, the latter distinguished by the fact that they really are discussable. This is also true of the questions attached to Dr. Bunche's chapters on a very difficult topic. For it is his troublesome task to explain why there is so much race conflict when according to the testimony of modern science race, in the usual meaning of the term, does not exist.

A second series of booklets is promised, to deal with the Negro in relation to economic reconstruction, American fiction, poetry, drama and history. The venture deserves every success.

New York BRUNO LASKER

Ten Years of Research

TWINS: A STUDY OF HEREDITY AND ENVIRONMENT, by Horatio H. Newman, Frank N. Freeman and Karl J. Holzinger. University of Chicago Press. 369 pp. Price $4 postpaid of *The Survey*.

FOR more than ten years the authors have been engaged in intensive investigations bearing upon the age-old question of heredity and environment. They have used fifty like-sexed fraternal twins, fifty "identical" twins reared together, and nineteen "identical" twins reared apart. This study demonstrates the merits of collaborative investigations representing slightly different approaches to the same problem, and of prolonged intensive study of a specific biological problem. The authors have raised and discussed most pertinent questions which might arise, even though they have not been able to offer final determinations concerning heredity and environment.

The first part of the book deals with the general biological aspects of twinning, ways and means of diagnosing the zygosity of twin pairs. Dr. Newman, who takes responsibility for these chapters, claims that the existence of two types of twins is established beyond doubt. He is so thoroughly convinced of the validity of the similarity technique in diagnosing twin types that his reasoning appears at times to run in circles.

Part II deals with the comparative data on the fifty fraternal and fifty identical twin pairs. It has been assumed that differences between pairs of these groups would be attributable primarily to hereditary factors. These data have been given complete statistical analyses, the results of which can be interpreted only in terms of specific measurements. Measures representing physical dimensions and appearances are found to be less subject to environmental influences than are measures representing general ability, achievement, personality, or temperament. It should be noted in this connection that the two groups were originally classified on the basis of physical similarity.

In Part III, case history reports are given as well as the comparative interpretations of the data concerning the nineteen pairs of identical twins reared apart. Some of these chapters will be of interest to the general reader who is not especially concerned with methodology. After comparing data on the three groups of subjects, the authors lay no claim to a definite solution of the nature-nurture problem. It seems to the reviewer that such failure is in no way due to a lack of thoroughness of the investigation, but rather to the basic concept upon which it was undertaken. Heredity and environment are facets of a growth process and to conceive of them as a dichotomy confuses the issue.

The book will be of aid to students of biological research and parts of it will interest the general reader. The parts are well differentiated, so the general readers would not need to wade through the more technical chapters.

MYRTLE B. MCGRAW

Babies Hospital, New York

Means Justify the End

THE NEGRO IN THE PHILADELPHIA PRESS, by George E. Simpson. University of Pennsylvania Press. 158 pp. Price $2 postpaid of *The Survey*.

MAKING a "sociological newspaper analysis" of the major Philadelphia newspapers on the subject of Negro news-items, the author statistically determines their quantitative and qualitative trends. His main conclusions are that for the years sampled Negro news was roughly 30 percent unfavorable, 60 percent neutral, and only 10 percent favorable and that, with slight recent improvement, constructive news of Negroes is a rather neglected aspect of metropolitan journalism. But his methods are more important than his specific conclusions. On such controversial subjects and in such fields, trends, though significant, are hard to determine, but a method of exact objective tracing is of great sociological importance. A. L.

Underlay of Casework

SUPERVISION OF SOCIAL CASE WORK, by Virginia P. Robinson. University of North Carolina Press. 199 pp. Price $2.50 postpaid of *The Survey*.

BY her formulation of the psychological principles underlying training in the practice of case work, Miss Robinson has made an invaluable contribution. Since these principles are fundamentals of any educational process, her book is of importance not only to social workers but to all those engaged in any phase of education.

Learning, says the author in Part I, is organic and dynamic. All learning involves a part-whole movement of the self, whereby the self, first, projects onto the environment and organizes external elements around its own center; second, identifies with the environment, adds to itself what it needs from the outside and rejects what is incompatible. This part-whole movement continues throughout life and means constant change and reorganization of the self.

The individual instinctively resists change because it disorganizes the present self and threatens individual identity. In training for any profession and more particularly for social case work, success depends largely upon the student's capacity to accept the fundamental change of the personal self necessary for the development of the professional self. This professional self, with new ways of relating itself to others, new attitudes and new behavior from the old self, has achieved a responsible control and discipline of its own will. Miss Robinson makes it clear that "these changes in personal relationships are by-products of case work training and not its ends. The end is the development of a professional self which can relate itself to people and situations not in terms of its own past experiences but in terms of the factors in the professional situation."

In Part II supervision is described in detail as the educational method that provides the experience in which the student is given the opportunity to reorganize the structure and functioning of the self. The technical aspects of this educational process and the use of the limits which supervision must recognize, are vividly illustrated by case material and experiences common in the daily work of every student and supervisor. An understanding of Part I and of case work practice itself is essential to mastering the method described in Part II.

In a short review, it is impossible to do justice to this book. Every social worker and educator should read it, live with it, and make it a part of his professional self.

New York ELIZABETH H. DEXTER

Spirit of CCC

THIS NEW AMERICA, by A. C. Oliver, Jr. and Harold M. Dudley. Longmans Green. 188 pp. Price $1.50 postpaid of *The Survey*.

ALMOST everyone connected with the CCC program, from President Roosevelt to the enrollee, is represented here and has some concise statement to make. Two clergymen, Mr. Oliver, Senior Chaplain of the Walter Reed Hospital and Mr. Dudley, Chaplain Reserve, U. S. Army, have collaborated in editing the material. In addition to the President, contributors include Robert Fechner, director of the CCC; Harry H. Woodring, Secretary of War; Colonel Alva J. Brasted, chief of chaplains; Howard W. Oxley, director of CCC camp education; Richard R. Brown, assistant executive director NYA; Aubrey Williams, executive director, NYA; Raymond Moley, editor of *Today*, and many others.

The only original contribution of the editors is a proposal for a "Franklin D. Roosevelt Big Brother Movement" to be established in connection with the CCC

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

CLASSIFIED ADVERTISEMENTS

Rates: Display: 21 cents a line, 14 agate lines to the inch. Want advertisements five cents per word or initial, including address or box number. Minimum charge, first insertion, $1.00. Cash with orders. Discounts: 5% on three insertions; 10% on six insertions. Address Advertising Department.

TEL.: ALGONQUIN 4-7490 **SURVEY MIDMONTHLY** 112 EAST 19th ST. NEW YORK CITY

WORKERS WANTED

WANTED: Experienced Superintendent for institution caring for children and old ladies. State experience, qualifications, age, salary expected. Give references. 7450 Survey.

Chicago Jewish Organization desires male Director to deal with employment discrimination problems. State age, education, experience, salary expected, etc. 7448 Survey.

SITUATIONS WANTED

EXECUTIVE (Man), many years experience in children's work, desires position with progressive Child-Caring organization. Excellent references. 7449 Survey.

ARTS AND CRAFTS INSTRUCTOR, 14 years experience in teaching metal, leather, wood, clay modelling and other crafts. Own equipment. Seeks position in Institution, Community Center or Boarding School. 7442 Survey.

Experienced Orphanage Superintendent seeking position in modern Institution for Girls. 7444 Survey.

ROOM FOR RENT

At 52 Gramercy Park North. Double room and bath overlooking the Park to sublet. Unfurnished $60 a month; furnished $70 a month. Rate includes maid service and telephone. For information call PLaza 3-2396 between 9 and 5. After 5 o'clock and over week-ends call WIc. 2-8457.

FOR RENT

Camp, shaded by trees, perched on a rock, overlooking Holland Pond, acres of land. Living room with large stone fireplace, sleeping porch, kitchen. Furnished for five people. No conveniences. Boating, bathing, fishing. $60.00 month, beginning Aug. 1, boat included. **A. W. Hitchcock, R. D. 1, Southbridge, Mass. Tel.: Brifield 9-11.**

Your Own Agency

This is the counseling and placement agency sponsored jointly by the American Association of Social Workers and the National Organization for Public Health Nursing, National, Non-Profit making.

Joint Vocational Service

(Agency)

122 East 22nd Street, 7th floor, New York

MISCELLANEOUS

Believing some men and women are burdened, anxious, needing help in meeting perplexing personal problems, a retired physician offers friendly counsel for those who desire it. No fees. 7419 Survey.

SUPPLYING INSTITUTIONAL TRADE

SEEMAN BROS., INC.

Groceries

Hudson and North Moore Streets

New York

LITERARY SERVICE

Special articles, theses, speeches, papers. Research, revision, bibliographies, etc. Over twenty years' experience serving busy professional persons. Prompt service extended. AUTHORS RESEARCH BUREAU, 516 Fifth Avenue, New York, N. Y.

PAMPHLETS AND PERIODICALS

The American Journal of Nursing shows the part which professional nurses take in the betterment of the world. Put it in your library. $3.00 a year. 50 West 50 Street, New York, N. Y.

to EMPLOYERS

Who Are Planning to Increase Their Staffs

We Supply:

Executives	Dietitians	Grad. Nurses
Case Workers	Housekeepers	Sec'y-Stenogs.
Recreation Workers	Matrons	Stenographers
Psychiatric Social Workers	Housemothers	Bookkeepers
Occupational Therapists	Teachers	Typists
		Telephone Operators

HOLMES EXECUTIVE PERSONNEL

One East 42nd Street New York City

Agency Tel.: MU 2-7575 Gertrude D. Holmes, *Director*

Start Right

this Fall by listing your organization in the Survey's Directory of Social Agencies.

A representative will gladly call and talk over rates.

Write

ADVERTISING DEPARTMENT
112 East 19 St.
or call
Algonquin 7490

Please Remit

cash with order in sending Classified Advertisements to Survey Graphic or Survey Midmonthly.

Address

CLASSIFIED ADVERTISING DEPT.
112 East 19 St. New York City

with a national committee composed of "eminent American citizens, working solely in a non-governmental, voluntary capacity, organized to formulate policies and a practical program for the benefit of all youth needing special care." Such a committee would be expected to "establish vital connections between the camp life and the institutions of surrounding communities, foster plans for educational scholarships for outstanding enrollees, and maintain steadfastly the idealism and morale-building strength which have made the corps notable these first four years."

There is a useful appendix containing statistical information taken from published governmental reports.

State College, Pa. HOWARD ROWLAND

Run of the Shelves

PRINCIPLES OF SOCIAL ADMINISTRATION, by T. S. Simey. Oxford University Press. 180 pp. Price $3.50 postpaid of *The Survey.*

DISCLAIMING at some length all the things that his book is not, the author finally settles down into a discussion of the legislative and administrative principles supporting the English system of social services. He is particularly concerned with centralized versus local authority. He finds much to be said for and against them both and concludes that both have the defects of their qualities.

SOCIETY AND ITS PROBLEMS: AN INTRODUCTION TO THE PRINCIPLES OF SOCIOLOGY, by Grove Samuel Gow. Crowell. 669 pp. Price $3 postpaid of *The Survey.*

HERE is an old friend in a new dress—the fourth edition, completely revised and reset, of a volume first published in 1922. Many chapters have been completely rewritten in the light of new data, and six are entirely new. Their subjects: Groups and Institutions, Personality, The Urban Community, The Rural Community, Unemployment, Mental Disorders.

INDUSTRIAL RELATIONS IN URBAN TRANSPORTATION, by Emerson P. Schmidt. University of Minnesota Press. 264 pp. Price $3 postpaid of *The Survey.*

THE author details the history of urban transportation in the United States. Against that background he gives the fifty-year experience of the Amalgamated Association of Street, Electric Railway, and Motor Coach Employes of America in using arbitration to settle all labor disputes.

FUNDAMENTALS OF PSYCHOLOGIC GUIDANCE: MENTAL HYGIENE IN THE SERVICE OF SCHOOL AND SOCIETY, by Albert J. Levine. Educational Monograph Press. 96 pp. Price $1 postpaid of *The Survey.*

A BRIEF, well organized discussion of guidance, written primarily for teachers. This is an intentionally caseless presentation, which sets forth the general principles that should underlie child guidance. While the general viewpoint is simple and eclectic, the form of writing is pedantic and weakly Adlerian.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED